The Joint Task Force on
Neighbourhood Support Services
185 Bloor Street East
Toronto, Ontario M4W 3J3
Tel: (416) 961-9831

Etobicoke Social Development Council
Human Services of Scarborough
North York Inter-Agency Council
Toronto Association of Neighbourhood Services
Social Planning Council of Metropolitan Toronto

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Council of Metro Toronto

(CUPE 1777)

M. R. NOVICK
41 Spadina Rd., Apt. 8
Toronto, Ontario M5R 2S9

NEIGHBOURHOODS UNDER STRESS

Task Force Secretariat

Chairman: Marvyn Novick, Dean
Faculty of Community Services
Ryerson Polytechnic Institute

Vice-Chairman: Mitchell Kosny
Toronto Association of
Neighbourhood Services

Robert Doyle
Christa Freiler
Social Planning Council of Metro Toronto

Malcolm Shookner
North York Inter-Agency Council

Research Director: Peter Clutterbuck
Human Services Consultant

Research Associates:

Suzanne Carroll
School of Social Work
Ryerson Polytechnic Institute

Dana Rahkola
School of Urban and Regional Planning
Ryerson Polytechnic Institute

Graphics: Ken Lem
Mary Catherine Mehak
School of Urban and Regional Planning
Ryerson Polytechnical Institute

Secretarial: Madeline Allicock

Production: Reinhold Johannes

Typing: Pat Going
Rejeanne Walkland

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Etobicoke Social Development Council

Judi Codd
York Inter-Agency Network

Peter Dunn
Human Services of Scarborough

Mario Ferri
Human Services of Scarborough

Bill Goursky
Etobicoke Social Development Council

Bob Kemp
St. Paul's L'Amoreaux Centre, Scarborough

Phil LeBlanc
Toronto Association of Neighbourhood Services

Doug Morgan
East York Inter-Agency Committee

Frank O'Donnell
Metro Social Planning Council

D.M. Quiggan
Lakeshore Area Multi-Service Project

Natalie Sherban
Neighbourhood Information Centre, North York

Jan Timbrell
North York Inter-Agency Council

Brian Whitehead
Black Creek Venture, North York

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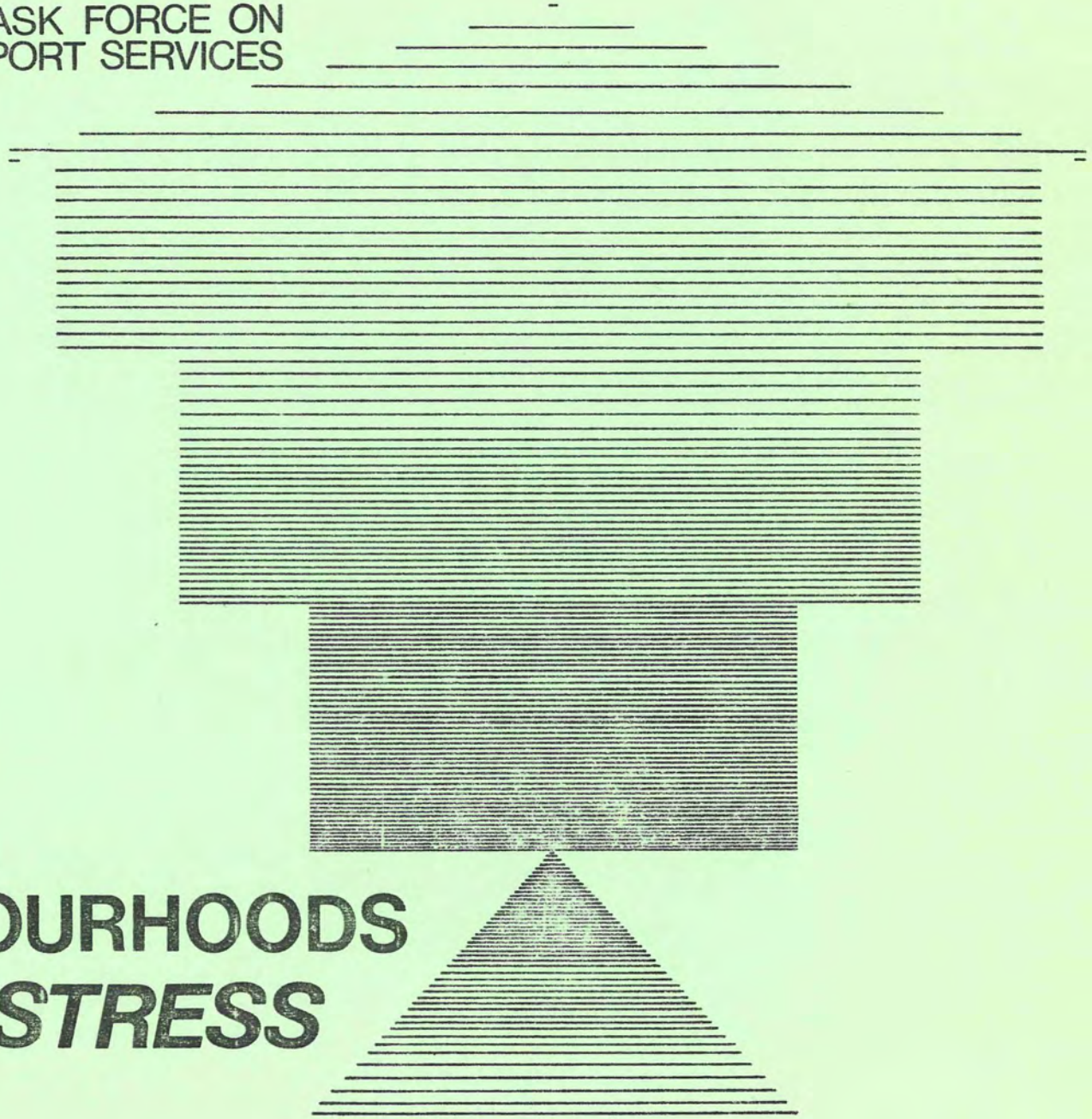
THE JOINT TASK FORCE ON
NEIGHBOURHOOD SUPPORT SERVICES



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THE JOINT TASK FORCE ON
NEIGHBOURHOOD SUPPORT SERVICES

NEIGHBOURHOODS UNDER STRESS

Executive Summary and Recommendations

April, 1983

Neighbourhood Support Programs

LOCALLY INITIATED ACTIVITIES
CONTROLLED BY PARTICIPANTS AND RESIDENTS
WHICH ENABLE PEOPLE
TO COPE WITH DAILY NEEDS AND
TO CONTRIBUTE TO COMMUNITY LIFE

Neighbourhood support programs:

a) are locally rooted, belonging to the community people who participate in their development, operation and use;

b) provide wide-ranging, formal and informal support as appropriate to the daily living requirements of individuals and groups in their communities;

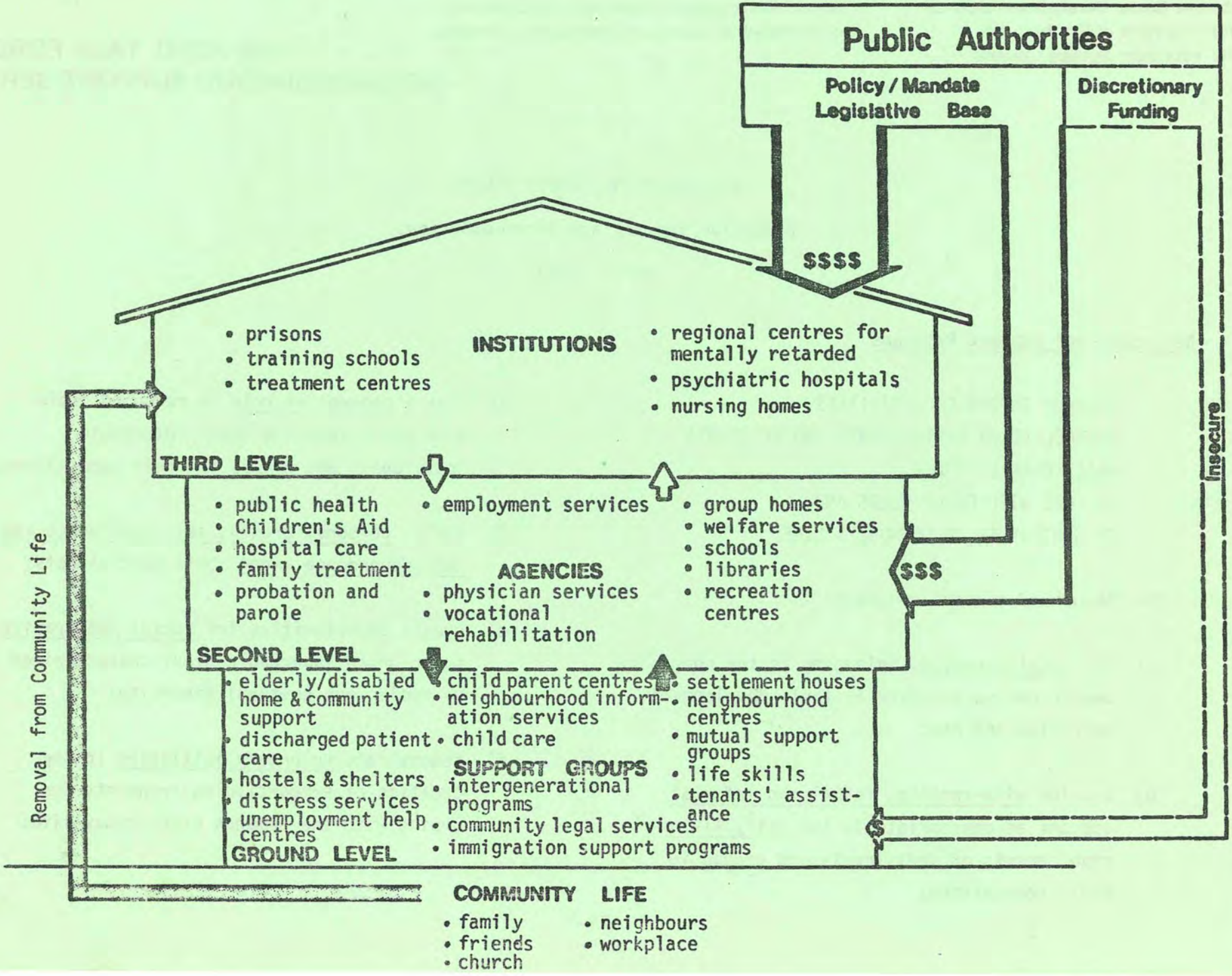
c) play a preventive role by reducing isolation and alienation among vulnerable individuals and groups in their communities;

d) foster personal growth, self-confidence and interdependence among their participants;

e) create opportunities for social integration in an urban-suburban context characterized by social and cultural diversity;

f) demonstrate voluntary initiative in the creation of supportive environments for coping with the demands of everyday life;

HUMAN SERVICES: AN UNBALANCED SYSTEM



g) cultivate a sense of collective responsibility within communities for the well-being of their individual and family members; and

h) constitute the GROUND LEVEL of essential services in a three-tiered human services system.

The Human Services System

The human services system can be conceptualized from the individual and family point of view as a three-tiered edifice with the following levels of support:

a) Ground Level - Where basic daily needs for household living in the community are met through primary support networks (historically, extended families, long-term personal relationships, and stable neighbourhoods).

b) Second Level - Where individuals and families receive more specialized forms of care and support on an occasional basis from service agencies and professionals while maintaining household living in the community (e.g. family counselling, foster care, medical services).

c) Third Level - Where individuals who are judged unable to function acceptably in the community are removed from normal household living as a necessary condition for receiving general care and specialized support (e.g. treatment centres, nursing homes, penal institutions).

Ground Level Renewal

Radical changes in family structure, forms of urban-suburban life-styles, and settlement patterns have led to an erosion of the primary support networks which traditionally formed the base of the human services system. The Social Planning Council's policy report, Metro's Suburbs in Transition (1980), has documented the growing social and cultural diversity which is placing great stress on communities across Metropolitan Toronto. Available demographic data for 1981 indicate a continuation

of this trend, particularly in the still growing and changing suburban areas:

a) it is estimated that adults living without other adult support in the home constitutes 34% of all Metro households and growth in the number of solitary adults since 1976 has been particularly dramatic in the outlying suburban municipalities;

b) 20% of the Metro population is 55 years of age or older and a greater number of older people are living alone rather than as part of extended families;

c) one in five families with children in Metropolitan Toronto was led by a single parent in 1981;

d) larger numbers of new immigrants are settling in suburban areas rather than the inner urban areas as in earlier decades;

e) unemployment at 24.1% among young males (15-24 years) entering the labour force is almost twice the overall rate of unemployment (12.5% in February, 1983) in the Province;

f) although the pre-school and teenage population continues to decline, it is doing so more slowly in the outlying suburban areas and, in fact, there is significant growth among younger age groups in part of Etobicoke, North York and Scarborough; and

g) many people are being repatriated to their home communities after years of segregation in institutional facilities.

Neighbourhood-based voluntary support programs are increasingly emerging in response to these changing social and economic conditions. They constitute a revitalized Ground Level of social support for daily living in an urban-suburban context, especially for more vulnerable groups such as older people, unemployed youth, single parent families, welfare recipients, and immigrant people, among others. As such, neighbourhood support programs have the potential to play a central role in a three dimensional renewal strategy within

the urban-suburban environment:

a) Social Renewal. Neighbourhood support programs encourage social contact among people from diverse social conditions and cultural backgrounds, thus fostering harmonious and cooperative relationships and heightened social integration.

b) Community Renewal. Neighbourhood support programs contribute to a sense of collective responsibility for the well-being of their participants and for the improvement of their communities.

c) Economic Renewal. As part of a "not-for-profit" third sector, neighbourhood support programs can be part of a cost-effective strategy for long-term economic renewal through the creation of permanent employment for people in their own home communities. Over 120,000 jobs in support services to neighbourhoods can be created across Ontario by the year 2000.

The full development of this renewal strategy awaits new policy initiatives. Currently, public policy recognizes only the Second and Third Levels of the human services system. Continuing failure to recognize the Ground Level as an essential base of social support will increase the isolation and alienation experienced by many individuals, families and groups in our communities and will place more burdensome demands on the already stretched resources of more traditional service agencies.

A Crisis of Survival

Inadequate and insecure funding provisions jeopardize the survival of many neighbourhood support programs across Metro Toronto. Ninety-five neighbourhood support programs attested to the severity of the crisis in a survey as follows:

a) 70% reported funding as the greatest threat to their continued operation;

b) 34% referred specifically to the lack of core or basic operational funding as their prime financial concern;

c) 30 of 31 smaller suburban-based programs formed since 1976 stated that inadequate funding threatens their survival;

d) neighbourhood groups originating since 1976 (31 of 41 are suburban-based) require approximately twice the level of funding which they currently have to continue operating;

e) 34% have cut back staff because of funding problems since 1975;

f) 35 groups have terminated a total of 63 program activities since 1975 because of funding problems; and

g) 28 programs have incurred bank debt and interest expense as a result of funding difficulties.

The funding crisis is compounded by the impact of the extended economic recession on the annual United Way campaign and other private fund raising sources. Consequently, many neighbourhood programs have become dependent on project or program funding from many provincial, federal, and municipal sources. In their experience, project funding:

a) raises insecurity and uncertainty because of its short-term nature;

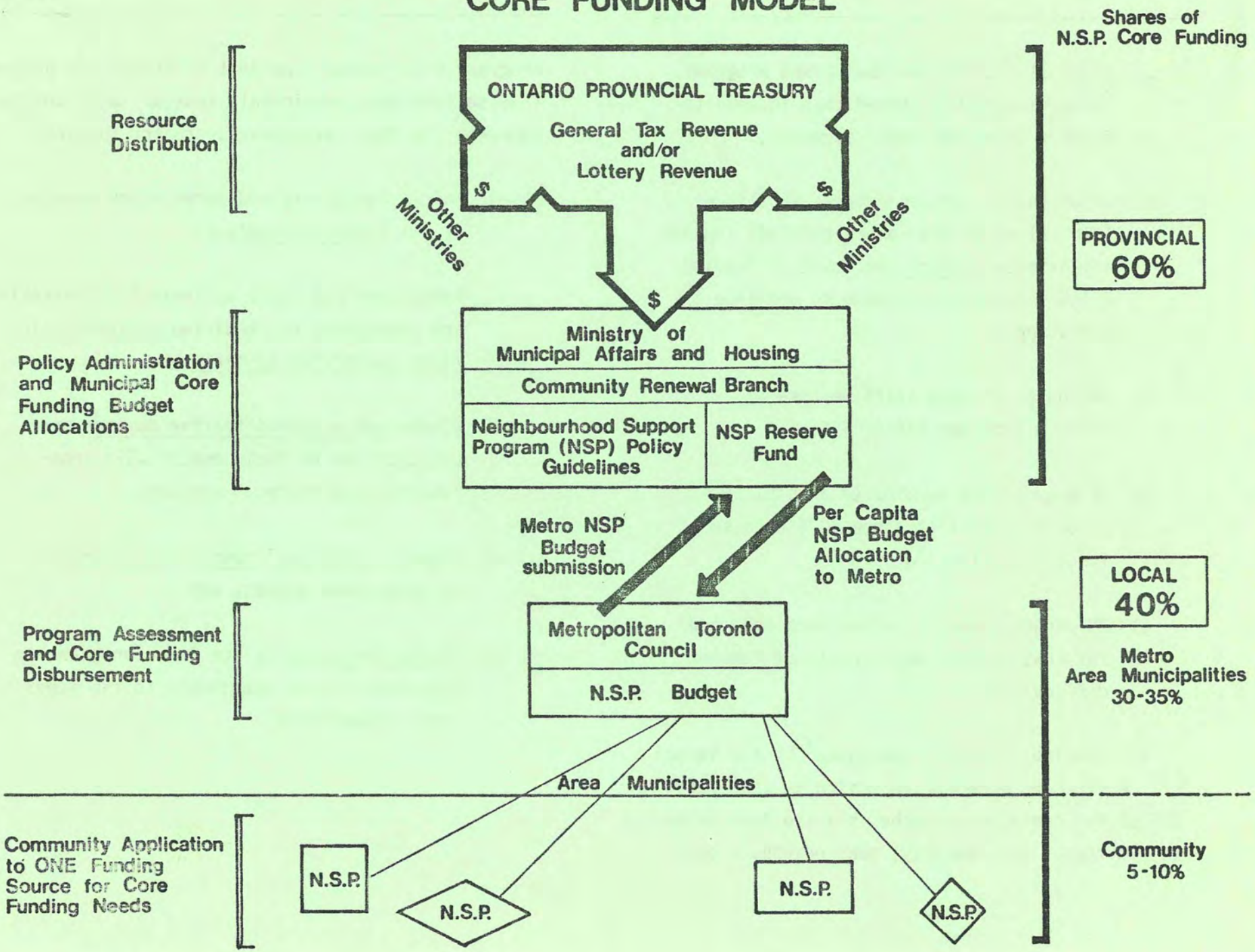
b) constrains and inhibits their full potential and creativity by requiring conformity to rigid qualifying criteria;

c) places heavy administrative demands and expectations on their essentially "non-bureaucratic" form of support;

d) imposes additional fund raising burdens on neighbourhood groups; and

e) limits the capacity for local programs to plan and respond adaptively to the needs of their communities.

NEIGHBOURHOOD SUPPORT PROGRAM
CORE FUNDING MODEL



Key Principles of Public Funding Policy

New public core funding provisions for neighbourhood support programs should incorporate the following six key principles:

a) Public Responsibility. As essential services, neighbourhood support programs merit both recognition in policy and access to public funding from provincial and municipal sources.

b) Local Autonomy. Funding arrangements should reinforce local participation and decision-making.

c) Stability. Public policy should guarantee ongoing, core operational funding to neighbourhood support programs.

d) Equitability. Public policy should recognize the existence of disparities across communities and provide measures to allocate resources which reduce any disparities in a fair and equitable manner.

e) Flexibility. Public policy and funding procedures should encourage local innovation and variety rather than limit potential through the application of rigid categorical criteria.

f) Comprehensibility. Public policy should be clear and coherent in its intent and purpose. Funding procedures should be as free of administrative complication as possible.

The Neighbourhood Support Program

The Joint Task Force proposes the establishment of a provincial-municipal Neighbourhood Support Program (NSP) founded on these six key public funding principles. The major elements of the NSP would be:

a) Provincial Policy and Administration. The mandate of the Community Renewal Branch of the Ministry of Municipal Affairs and Housing would be broadened to establish the NSP under its jurisdiction. The NSP would complement the Community Renewal Branch's Ontario

Neighbourhood Improvement Program for the physical improvement of our neighbourhoods.

b) Per Capita Reserve Fund. The province would create an NSP Reserve Fund within the Community Renewal Branch by transfer of general tax revenue and/or lottery revenue. NSP core funding budgets would be held in the fund for all municipalities at a $6.00 per capita rate. Therefore, the provincial NSP reserve for Metro Toronto would have a $12,824,370 annual limit.

c) Local Share. Provincial NSP funds would be matched by a local expenditure of $4.00 per capita for an additional $8,549,580 local share for Metro Toronto, bringing the overall total to core funding support to neighbourhood support programs to $21,373,950 annually (based on $10.00 per capita rate for Metro Toronto's population in 1981).

d) Community Commitment. Between five and ten percent of core funding requirements would derive from non-governmental community sources (e.g. United Way, local funding raising, churches, etc.). Neighbourhood support programs would raise this contribution from the voluntary sector in dollars and/or in kind (e.g., free or subsidized rent) to demonstrate community commitment.

e) Municipal Participation. Municipalities would apply for release of the provincial NSP reserve funds for disbursement to local programs. Program by program assessment and funding would occur at the Metro or Area Municipality level depending on mutually satisfactory arrangements. Similarly, the Metro-Area Municipal share of between 30-35% matching funding for neighbourhood core support may vary across municipalities. However, release of core funding budgets from the Community Renewal Branch would be contingent upon explicit municipal policy commitment to use provincial NSP monies for the core operational requirements of neighbourhood support programs.

Conclusion

The Joint Task Force believes that the proposed NSP model would:

a) provide a source of stable, ongoing funding to neighbourhood support programs;

b) rationalize hitherto complex and confusing funding arrangements between public authorities and community groups; and

c) contribute to the overall effectiveness of the three-tiered human services system by fortifying its base (the Ground Level).

List of Recommendations

On the basis of its findings and analysis, the Joint Task Force on Neighbourhood Support Services recommends:

1. That the Provincial Government and Councils of Metropolitan Toronto and its six Area Municipalities recognize neighbourhood support programs as essential services providing a primary base of support to the daily living needs of people in their communities.

2. That the Provincial Government establish in 1983-84 a Neighbourhood Support Program within the Community Renewal Branch of the Ministry of Municipal Affairs and Housing and that the Community Renewal Branch be directed:

   (a) to develop general policy guidelines and criteria for the support of neighbourhood support programs in local communities;

   (b) to hold a provincial NSP Reserve Fund for core funding budget allocations to municipalities which apply for NSP funding in conformity with the policy guidelines;

   (c) to review annually municipal submissions for core funding budgets for neighbourhood support programs; and

   (d) to allocate core funding budgets to qualifying municipalities at the rate of $6.00 per capita for the municipal population.

3. a) That the policy guidelines establish a 60-40 provincial-local cost-sharing formula for core funding to neighbourhood support programs; and

   b) That the local community's share of between five and ten percent be recognized in dollars or in kind from the United Way, and/or other private local funding sources.

4. That the United Way commit itself in 1983 to meet at least 5% of the core funding budgetary requirements of neighbourhood support programs in Metro Toronto.

5. That the policy guidelines and per capita provisions permit municipalities the flexibility to reduce resource and program development disparities across the residential communities within their jurisdiction.

6. a) That the adoption and implementation of the NSP model not jeopardize the current secure core funding arrangements which certain local programs may have with specific provincial line Ministries; and

   b) That program funding to local voluntary support programs through line Ministries and municipal funding programs include at least a 15% administrative component to cover the overhead charges associated directly with the funded program.

7. That in 1983 the Metropolitan Toronto Council:

   (a) endorse the findings and recommendations of the Joint Task Force;

   (b) establish a process for the development of flexible and equitable criteria for core funding of neighbourhood support programs;

   (c) include provision for the development of neighbourhood supports in suburban areas as a priority for the 1980s; and

   (d) increase its Developmental Grants budget to $300,000 to provide seed funding for local groups which require preparation and assistance to achieve ongoing core funding as a neighbourhood support program.

8. That in 1983 each of the Area Municipal Councils:

   (a) endorse the findings and recommendations of the Joint Task Force; and

   (b) work together with the Metro Toronto Council to establish a process for the development of flexible and equitable criteria for core funding of neighbourhood support programs.

In order to implement this core funding proposal the Joint Task Force recommends:

1. That the work of the Joint Task Force be extended from July 1, 1983 to March, 1984 to pursue the implementation of the Report's recommendations.

2. That the Joint Task Force ask Metro Toronto to initiate a meeting of the Area Municipalities to determine a fair Metro-Area Municipality division of the local share in the proposed matching formula in recognition of the differential assessment bases of Metro's Area Municipalities.

3. That the Joint Task Force invite neighbourhood support programs and voluntary planning bodies from outside of Metro Toronto to form a Founding Committee for the development of a province-wide association of neighbourhood support programs.

4. a) That the proposed Founding Committee hold a province-wide conference in February, 1984 to form a provincial association of neighbourhood support programs; and

   b) That the Founding Committee develop an Ontario-wide campaign to secure NSP funding from the Province.

CHAPTER I

INTRODUCTION: OUR NEIGHBOURHOODS IN CRISIS

"What is needed is not the continuation of a public policy framework that virtually guarantees maximum frustration for everyone, but a radical new approach that places at the center of public policy those groups and structures essential to the life of a neighbourhood... (T)here exist both formal and informal groups and structures that hold neighbourhoods together in times of crisis and work to improve the quality of daily life. The purpose of social policy should be to recognize the existence of these structures, to remove barriers that hinder them, and to use these same structures more creatively."

- R.L. Woodson, "The Importance of Neighbourhood Organizations in Meeting Human Needs", (1982).

"We recognize that you are providing a valuable service to the community in which you operate; however, our own constrained financial position makes it impossible for us to continue to fund your program after March 31, 1983."

- Letter from Ontario Ministry of Community and Social Services to Westview Community Venture, North York, September 22, 1982.

1.1 Pressures on Neighbourhood Life

Neighbourhood support programs constitute a basic and primary social support system for individuals of all ages and families who are threatened with isolation and alienation from the mainstream of neighbourhood life. Both urban and suburban residential communities across Metro Toronto

reflect a growing social and cultural diversity. Over the last decade the growing numbers of senior adults living alone, single parent families, unemployed youth, immigrant people, and previously institutionalized individuals have placed added pressures and new demands on community life. Local voluntary programs have become an increasingly important source of support and means of social integration in response to those trends.

Public authorities have acknowledged the value of neighbourhood support programs as indicated by the opening reference to Westview Community Venture. Yet, neither provincial nor municipal public policy recognizes neighbourhood support programs as essential services. Unavailable, inadequate and unstable public funding provisions reflect this lack of recognition, threatening not only the survival of neighbourhood support programs but also the very strength and vitality of daily life in our communities.

In recent months there have been several public accounts of the funding problems among voluntary support programs:

- One innovative program initiated in 1982 to give non-custodial parents and their children a visiting environment free of tension and conflict foresees difficulty securing ongoing funding from government sources. The Program Director explains, "It doesn't fit into any specific slot - and if it doesn't, you've got problems."[1]

- SAINTS (Student Assistance in North Toronto for Seniors) has helped over 700 elderly people with household chores and minor repairs performed by 178 students from three local high schools. The students are paid on an hourly basis or in the form of tutoring by their senior householders. One elderly woman reported that the SAINTS program "means we can stay in our house; we can't do it ourselves". Yet, the program is struggling to raise money to cover a $7,000 deficit and operates with one staff

1 Kathleen Rex "Parents, Children Meet via Access", The Globe and Mail, September 2, 1982.

person, a telephone and a desk out of converted cupboard space in a local high school.[2]

- Reacting to the funding problems of a local recreational program for idle youth in a high risk area, a Toronto Star editorial succinctly summarized the experience of many voluntary groups:

> For neighbourhood groups trying to do a little good in their community, money is often available but tantalizingly out of reach....
>
> These groups do such things as run day-care centres, help housewives prepare to look for work, staff information services for immigrants and take isolated elderly people to plazas to do their shopping....
>
> There are more than 100 government departments and private charitable organizations such as the United Way which provide funding for neighbourhood organizations. But these dispensers of money don't really throw it at people as their critics sometimes charge. Instead, the government departments and private charities demand so many requirements be met and so many complicated applications be filled out that a group trying to get money out of them could use the services of a Bay Street corporation lawyer.[3]

2 Cecil Jennings, "SAINTS in a Cupboard: Students do Lawns, Chores for Seniors", The Globe and Mail, December 20, 1982.

The same theme was repeated by respondents to a survey distributed by the Joint Task Force on Neighbourhood Support Services in September 1982. Some illustrations from the survey response follow:

- A neighbourhood-based multi-service centre offered a number of examples of its assistance to elderly people, single unemployed individuals and single parent families. However, the program commented on its "never ending struggle to stay alive financially", specifically referring to "the instability of grant and program funding" and to the amount of "organizational time to funding-related concerns (leaving) less energy available for service delivery."

3 "Good Help for Jane-Finch", Editorial, Toronto Star, September 1982.

- A local residents' association emphasized its community development role among the primarily low income and unemployed population in its area. The worker for the association explained:

> Our programs depend on permanent staff to work with people to develop programs themselves. The funders are not willing to give funds to organizations that do "development work" but don't produce numbers of participants. We rely on other organizations for "permanent" workers' salaries and with cutbacks there is a threat that some (or all!) of those workers will be pulled out.

- A suburban program preventing institutionalization of elderly people by supporting them in their own homes reported that the Ontario government's proposed 5% budget restraint was beginning to cut into the program's base funding as well as making expansion impossible. "Once, when you had funding from the Province and Metro you were fairly secure", stated the Program Co-ordinator. "That's not a certainty anymore."

- In a telephone interview, the Co-ordinator of a parent-child drop-in centre expressed relief that her Board had recently negotiated a "secure funding base" with the Ministry of Community and Social Services via a one-year guaranteed contract. This was considered security inasmuch as all previous contracts had been on a three-, six-, or nine-month basis!!

There is cause for both hope and concern in these examples. The many forms of support which have emerged to help individuals and families manage day-by-day in a generally turbulent social and economic environment are hopeful signs of the potential health and quality of life in our neighbourhoods. People in many communities have demonstrated the collective will and capacity to assume responsibility for their various needs and mutual well-being.

Voluntary initiative, however, can be stifled by the denial of necessary funding support. At present, there is no coherent framework of public responsibility at any government level to address the continuing funding needs of neighbourhood

support programs. It is relatively easy to initiate a program on a demonstration or special project basis. Sustaining programs which have demonstrated their value, however, is extremely difficult. As a result, public and voluntary dollars are invested on a short-term basis in worthwhile initiatives. But the returns on these community investments are eroded when the capacity to effectively sustain the created value of these programs is limited. This pattern has been particularly evident in recent years in high need suburban neighbourhoods, in light of public sector cutbacks and the limited ability of the United Way to admit new member agencies. The resulting funding crisis is, therefore, a priority concern for voluntary community organizations throughout Metro Toronto.

1.2 The Joint Task Force on Neighbourhood Support Services

Established in June, 1982, the Joint Task Force on Neighbourhood Support Services is committed to a prescribed program of coordination, review, community education and policy promotion to strengthen the social support network across Metro and especially in the resource deficient suburban areas (see Appendix A for a statement of the Joint Task Force's purpose).

The Joint Task Force is sponsored by the Etobicoke Social Development Council, Human Services of Scarborough, North York Inter-Agency Council, Toronto Association of Neighbourhood Services, and the Social Planning Council of Metropolitan Toronto. Task Force membership also includes representation from the York Inter-Agency Network, the East York Inter-Agency Committee, the United Way of Greater Toronto, the Council of Catholic Charities, the Toronto Jewish Congress, the Metro Toronto Community Services Department and representatives of neighbourhood support programs in each of Metro's six municipalities.

This report, funded by a Special Project Grant of the United Way, is the product of seven months of investigation, documentation, discussion, and policy formulation by the Task Force. The major sources of information used were:

- a series of neighbourhood meetings organized by sponsoring Task Force members in each

municipality during the fall of 1982 (see Appendix B for a summary schedule of meetings);

- response to a survey questionnaire mailed to neighbourhood support programs across Metropolitan Toronto (see Appendix C for a list of survey respondents);

- field visits and telephone interviews conducted with volunteers and staff in neighbourhood support programs;

- 1981 short-form census data available through Statistics Canada and secondary demographic data and analysis from other sources (e.g., City of Toronto Planning Department, Metro Toronto Community Services Department, Ontario Ministry of Community and Social Services);

- relevant memoranda, reports, policy statements and funding documentation of Area Municipalities and Metro Toronto, relevant Provincial Ministries, and the United Way; and

- secondary literature on the concepts of neighbourhood and neighbourhood services.

ILLUSTRATION 1

RESPONSE TO JOINT TASK FORCE SURVEY OF NEIGHBOURHOOD SUPPORT PROGRAMS
FALL, 1982

Municipality	Number Received	Proportion of Mailing for Area Municipality	Proportion of Total Number Received
TORONTO	34	44%	36%
YORK	8	35%	8%
EAST YORK	5	55%	5%
ETOBICOKE	18	69%	19%
NORTH YORK	19	50%	20%
SCARBOROUGH	11	55%	12%
TOTALS	95	49%	100%

Illustration 1 indicates the response to the Task Force's mail-out survey questionnaire. The high overall return (49%) can be attributed to telephone contact following the mailing and some survey form completion by follow-up personal and telephone interviews. Mailing lists were prepared with the assistance of Task Force representatives from each

municipality. The breakdown in return between respondents from the City of Toronto (36%) and the combined suburban municipalities (64%) constitutes a representative sample since the survey mailing was similarly distributed (34% composed of programs in the City of Toronto and 66% of programs in the suburban municipalities).

Research, analysis and policy formulation were directed by a smaller Secretariat selected by the Task Force. The report has also benefitted from a second series of neighbourhood meetings held in late February, 1983 to respond to a first draft as well as consultation with municipal government officials before preparation of the final report.

1.3 Advocacy Agenda

This document states the position of the Joint Task Force with respect to the critical need for public core funding provisions for new and existing neighbourhood support programs across Metropolitan Toronto and Ontario. The Task Force believes that neighbourhood support programs constitute an essential component of the community human service system, complementary to the more established service agency component of the same system.

Our experience with local groups in our own communities plus the information and analysis resulting from the preparation of this report lead us to conclude that these vital and distinctive programs merit consistent public funding for their basic ongoing operational costs (i.e., core funding needs). Beyond this general policy recommendation, this report proposes a practical core funding model which provincial and municipal authorities could collaboratively implement to make life sustaining funds available to neighbourhood support programs.

Our agenda in this report is to advocate this position and to make specific recommendations so that public action will result to the ultimate benefit of neighbourhood life in Metro Toronto and across Ontario.

CHAPTER 2

THE SOCIAL CONTEXT FOR NEIGHBOURHOOD SUPPORT PROGRAMS

"While social needs are often grouped into common categories - family crisis, alienated youth, the handicapped, isolated seniors - the specific forms which responses take can vary. Sources of variation include cultural diversity, states of existing resources, concentration of needs, and income differences. Suburban adaptation means creating conditions which make possible a diversity of responses. It means moving away from service planning traditions which assume that one form or one pattern - either in a neighbourhood or across a municipality - can effectively accommodate diverse social needs."

- Social Planning Council of Metro Toronto, Part II: Metro's Suburbs in Transition, (September, 1980).

"Neighbourhood-based agencies are more likely to be able to deal (since they are smaller) with changes in demographics, economic make-up, etc., and therefore will respond more readily to a broad-based community."

- Response from Neighbourhood Support Program to Joint Task Force Survey, November, 1982.

2.1 Demographic Trends and Their Social Implications

Recent demographic studies illustrate an increasingly less stable, more heterogeneous profile of community life across Metropolitan Toronto. As indicated in the opening quote, the Social Planning Council's Planning Agenda for the Eighties, Parts I and II based its major policy recommendations on the diversity revealed in its demographic analysis of Metro Toronto since World Ward II. Other analyses

based on census and other available data have reinforced this social profile.[1]

The major demographic developments which are influencing community life across Metro Toronto can be summarized briefly as follows:

- a growing proportion of elderly people within a relatively stable population base;
- smaller size households reflecting more and more people living alone;
- an increasing number of single parent families;
- a growing mixture of people from different ethnic backgrounds settling in communities across Metro Toronto; and
- a process of deinstitutionalization which is returning many people to community life who were previously rejected because of physical, mental or emotional impairment.

These changes, most of which first became evident in the early 1970s, are a source of much personal isolation, alienation and stress. More people in our communities are trying to cope without the personal support systems which have been more available in the past (e.g., extended family, nearby friends, stable neighbourhoods). Hard economic times exacerbate these pressures on individuals and the entire community.

2.1.1 Social Isolation and Alienation. Household formation in Metro Toronto has increased dramatically over the last ten years. Since 1971 the number of private households has increased 23.3% to 776,335 in 1981.[2] Most of this growth can be attributed to the formation of solitary

1 City of Toronto Planning Department, Toronto in Transition, (April, 1980).

Social Planning Council of Metro Toronto, Metro Social Profile, (Toronto, 1979).

Social Services Planning Committee, "Social Changes and Economic Conditions in Metro Toronto", United Way of Greater Toronto, (June, 1982).

2 Statistics Canada, 1971 and 1981 Census

ILLUSTRATION 2

ESTIMATES OF SOLITARY ADULT LIVING
METROPOLITAN TORONTO 1981, 1976

Area Municipality	Estimated Percentage of Solitary Adult Households of All Households*		Estimated Percent Increase in the Number of Solitary Adult Households: 1976-81
	1981	1976	
Toronto	45.5	38.8	23.0
East York	37.8	31.8	18.9
York	35.6	28.8	28.6
North York	28.7	22.5	37.9
Etobicoke	27.8	22.1	37.2
Scarborough	26.0	21.6	47.9
Metro Toronto	34.2	28.6	30.2

(Source: Statistics Canada, 1976 and 1981 Census)

*Calculated by summing Census data on number of solitary private households and 95% of number of lone parent families and dividing total by number of total private households for each municipality. The 95% factor was used for lone parent families to allow for the small percentage of single parents living as part of other households (e.g., with family).

adult households (i.e. adults with or without children living without another adult in the home). It is estimated that the proportion of adults now living without another adult amounts to over 34% of all private households across Metro Toronto (Illustration 2). The estimated increase in the number of solitary adults since 1976 is 30.2% across Metro, with more rapid growth in the outlying suburban municipalities (Illustration 2).

A significant proportion of the growth in solitary adult living is with single parent families. Since 1976 the proportion of lone parent families in relation to all families in Metro grew by 21% to 73,420.[3] The absence of mutual adult support in the home not only concentrates the day to day responsibility for dependent children on one person but also means that the personal and emotional needs of that individual go wanting.

Most lone parents are mothers who have the added disadvantage of lower earning power in the labour force. The Metro Community Services Department recently estimated that between 40% and 45% of single mother-led families including 30,000 children are poor.[4] Periodic relief, crisis support, alternative childcare, affordable housing, opportunities for vocational training, employment and personal development cry out as necessary social supports to these individuals and families.

With the erosion of the extended family and the aging of our population base, elderly people also constitute a significant proportion of people living alone in the community. The City of Toronto Planning and Development Department estimated a 41% increase between 1961 and 1976 in the number of senior people living alone in Metro Toronto.[5] Since 1976 the population 65 years of age and older has increased 15.7% to make up 10% of the entire Metro Toronto population. Another 10% of the Metro population is aged 55 to 64 years.[6]

Infirmity, restricted mobility, inflation-ravaged savings and fixed pension incomes place elderly people at great risk of isolation within the community. Their opportunities for social contact are reduced

3 Statistics Canada, 1976 and 1981 Census

4 Social Services Planning Committee, United Way, op. cit., p. 4.

5 City of Toronto Planning and Development Department, Toronto in Transition, (April, 1980), p. 36.

6 Statistics Canada, 1976 and 1981 Census.

especially as their families grow up and move away and their neighbourhoods change with the influx of new people from a variety of social and cultural backgrounds.

Apart from the emotional effect of loneliness and isolation within a changing environment, the unavailability of very practical everyday assistance such as home maintenance, delivered hot meals, transportation and community-based health supports can place elderly people in jeopardy of being uprooted for institutional placement. It is ironic and unfair that people who have worked hard for many years, purchased homes, paid taxes, raised families and established many of our neighbourhoods are being alienated from the mainstream of community life and are even threatened with physical removal to institutional settings.

2.1.2 Family Pressures. Traditionally, two-parent families with several children, and extended families with grandparents in the home or nearby shared the responsibility for the personal care and attention which pre-school children require. Today, there are more single parent families; higher mobility patterns mean families are more likely to be distant from grandparents or other helpful relatives; and many mothers wish to continue their careers or are compelled to work to make ends meet.

In 1976 both parents were working for 40% of Metro's pre-school population in two-parent families.[7] Consequently, the pressures on the modern young family are increasing. It can no longer be assumed that families have adequate internal resources to meet needs such as parent relief or alternative childcare. The resulting physical and emotional demands on parents threaten the stability of family life and sometimes have even more serious consequences on the health and well-being of dependent children.

2.1.3 Ethno-Cultural Diversity. Metro Toronto is a cosmopolitan community. The population with a mother tongue other than English now amounts to more than 690,000 people, which is over 32% of the Metro population.[8] This figure does not accurately reflect the real size of the immigrant population because it ignores immigration by English-speaking West Indian people during the 1970s.

Immigrants to our metropolitan community bring many hopes for successful settlement. Community

7 Social Planning Council of Metro Toronto, Metro Social Profile, (Toronto, 1979), p. 65.

8 Statistics Canada, 1981 Census.

understanding and acceptance are always a challenge, the more so for visible ethnic minorities in an economically depressed environment. Vehicles are needed to help create cross-cultural understanding and harmonious relationships within an ethnically mixed community.

Ethnic minorities also require very practical supports for successful adaptation. Language-related supports and programs for individuals and families are necessary if integration into the mainstream of community life in Metro is to become a reality.

2.1.4 Repatriated People. Social re-integration is a major issue for people previously rejected who are now returning to life in the community. Physically impaired and mentally handicapped people, former residents of mental health facilities, and inmates of our penal institutions are being repatriated in recognition of the value and importance of wide social participation in the mainstream of society. Homes, work, social contact, friendship, community understanding and acceptance are just some of the more immediate supports critical for the successful realization of their right to participate in normal community life.

2.1.5 Economic Distress. The depressed state of the economy compounds the difficulties of vulnerable individuals and groups in the community. Unemployment in the Greater Toronto Area has increased 69.4% over the last year to stand at 144,000 people.[9] This is almost 20% higher than the average rate of increase across Ontario for the same period of time.[10] The number of people on social assistance in Metro Toronto doubled from 24,500 in December, 1981 to 52,786 by the summer of 1982.[11]

In an urban-suburban context characterized by a high degree of solitary household living, economic crisis can be particularly distressing. Many

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9 District Economist Office, Labour Market Bulletin, No. 25, (February, 1983), p. 1.

10 Ibid., Table 1.

11 Metro Toronto Social Services Department. Income Maintenance, Ontario Ministry of Community and Social Services.

people who were always self-supporting have found it necessary to rely on social insurance and assistance programs for the first time in their lives. Apart from the problems of adapting to a lower standard of living, these individuals frequently suffer personal crises of confidence and self-esteem. Adaptation both economically and emotionally is especially difficult for individuals living alone, without nearby family, friends or alternative personal support networks.

The hostile economic environment increases tensions on family life as well. Particularly hard hit are teenagers and young adults just entering the work force. Unemployment in the 15 - 24 year age category in Ontario was 20.4% in February, 1983.[12] The unemployment rate for males in this age category was 24.1%.[13] The highest increase in registration for unemployment insurance in Metro Toronto over the last year (a 93% increase) occurred among young people in the 20 to 24 year age group.[14]

Denied permanent work opportunities, young people become disillusioned and frustrated. Forced idleness creates a susceptibility to misguided behaviour such as drug abuse and crime. The consequences for young people in terms of personal alienation from and conflict with the mainstream of society are obvious. But we should also bear in mind the toll on family life and relationships. The stress resulting from hard economic times can be disruptive to individuals and families in many direct and indirect ways.

2.2 Patterns of Change

Metro Suburbs in Transition documented the development of growing social and cultural diversity in Metro's suburban areas since World Ward II.[15] Data from the 1981 Census show continuation of this trend since 1976. Illustration 3 compares the rates of change of selected characteristics in the population by Area Municipality between 1976 and 1981. Notably,

12 District Economist Office, Labour Market Bulletin, Vol. 7, No. 3, (March, 1983).

13 Ibid.

14 District Economist Office, op. cit., Occasional Bulletin #25, (February, 1983), Table 6b.

15 Social Planning Council of Metro Toronto, Metro's Suburbs in Transition: Part I, Evolution and Overview, April, 1979.

ILL. 3: RATES OF CHANGE IN SELECTED CHARACTERISTICS

FIGURE 2.1a: Changes in Pre-school and Teen Population

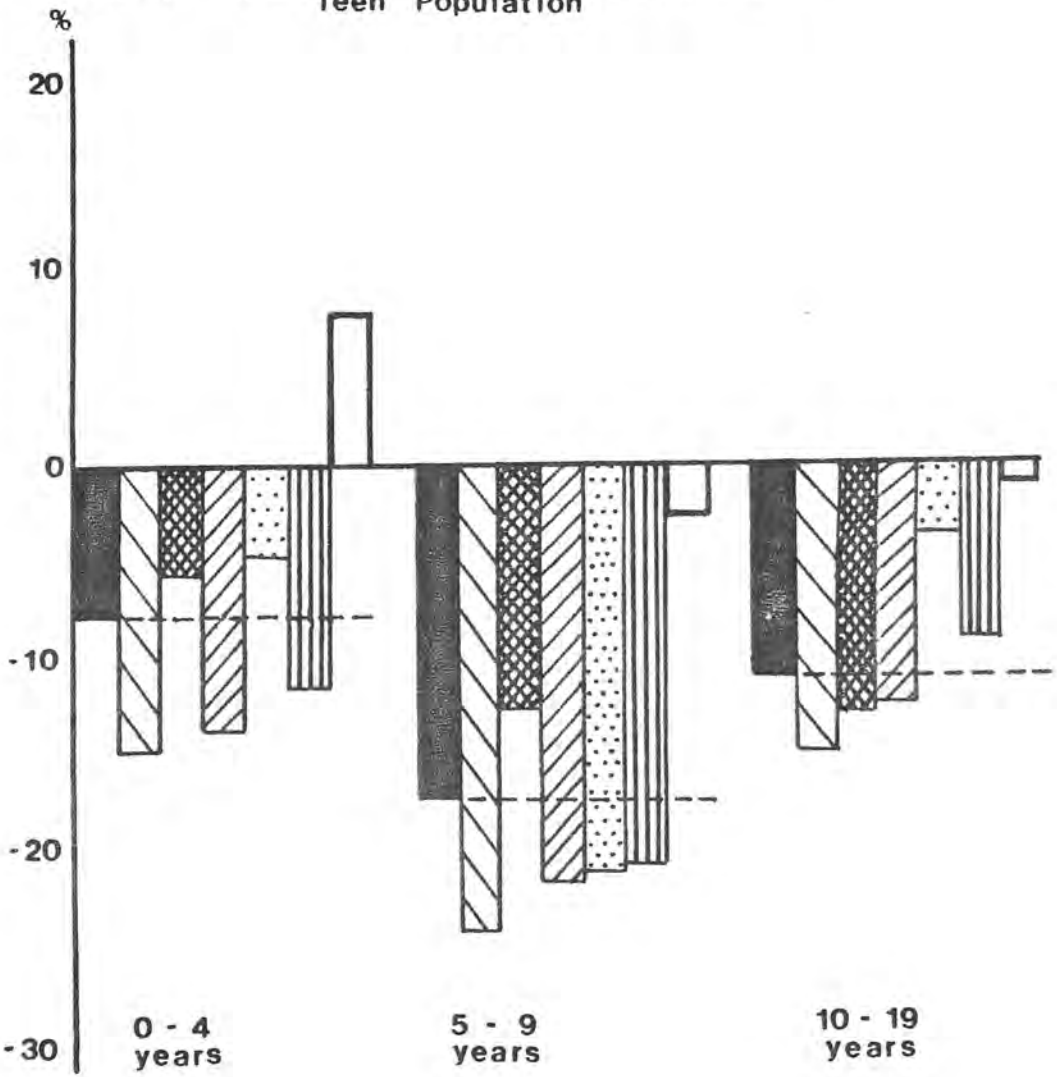
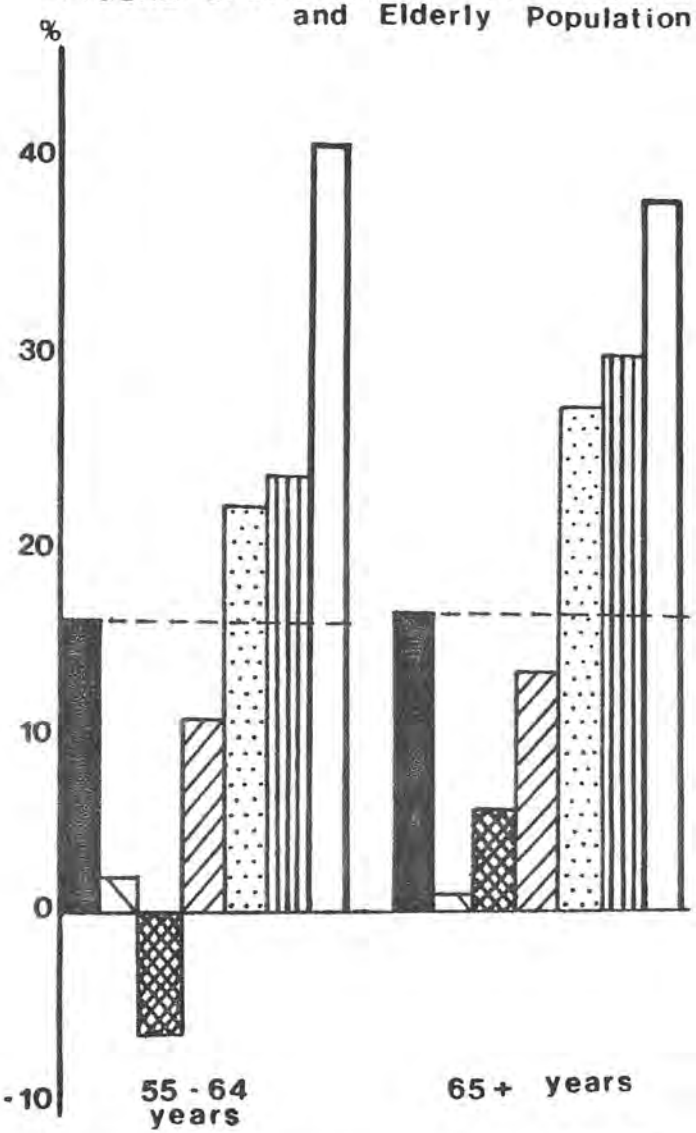


FIGURE 2.1b: Growth in Pre-Retirement and Elderly Population



COMPARED BY MUNICIPALITY 1976-1981

FIGURE 2.1c:
Growth in Lone Parent Families

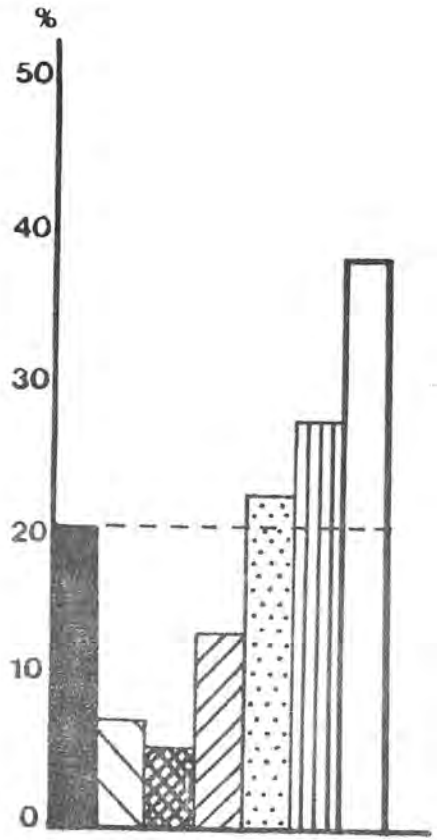


FIGURE 2.1d:
Growth in Solitary Adult Household Population (without children)

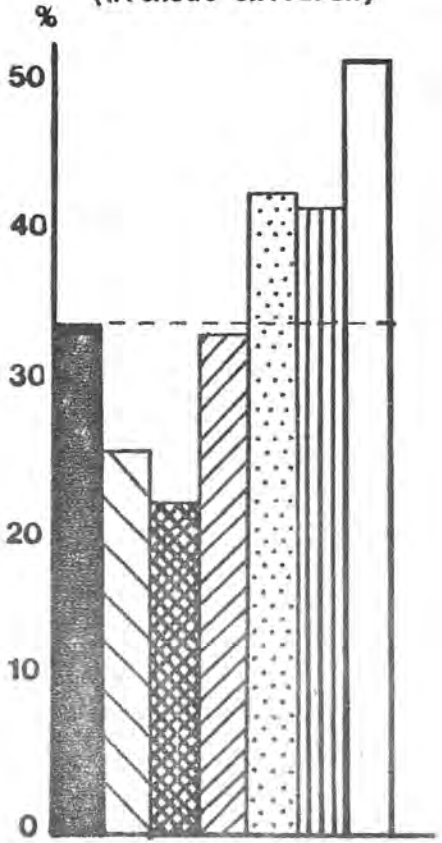
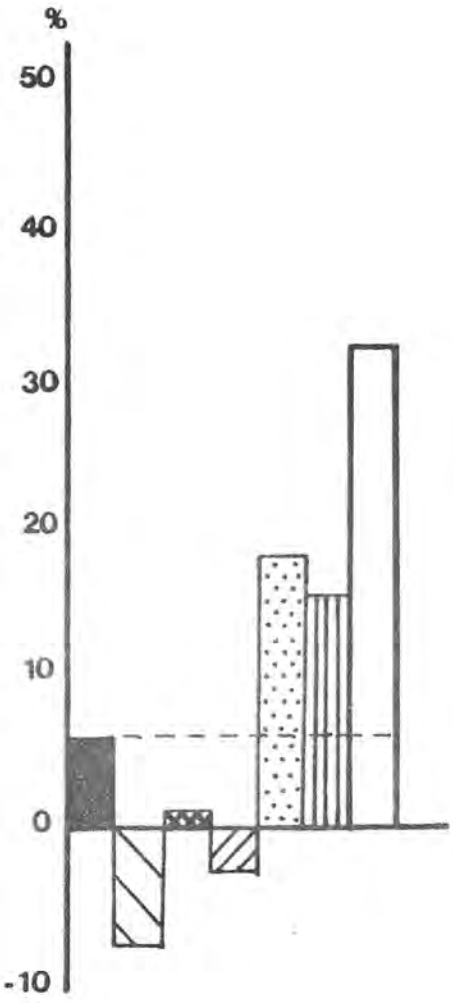


FIGURE 2.1e:
Change in Non-English Mother Tongue Population



(Source: Statistics Canada, 1976 and 1981 Census)

for almost all characteristics the rate of change in the outlying suburban municipalities (Etobicoke, North York and Scarborough) was greater than the Metro average. That is, the proportion of pre-retirement and elderly people, lone parent families, adults living alone and new immigrants is increasing in the outlying suburban municipalities relative to the central urban core. This pattern varies somewhat for the preschool, school-age and teenage population. The pattern evident in these cases, however, is that the decline in the growth of the child population has been generally slower in the outlying suburban municipalities with some exceptions (e.g., Etobicoke for preschool and teen population; East York for preschool and early school age population).

A breakdown by Major Planning Districts (MPD) provides a more illuminating picture of the changes which are occurring.[16] Illustration 4 shows all characteristics in each MPD with a rate of change greater than the Metro average between 1976 and 1981. It is clear that rapid change has occurred since 1976 throughout communities in the outlying suburbs while there was relative stabilization in the central urban districts. Some particularly significant developments are:

- the rapidly increasing proportion of lone parent families, solitary adults and elderly people across all suburban areas;

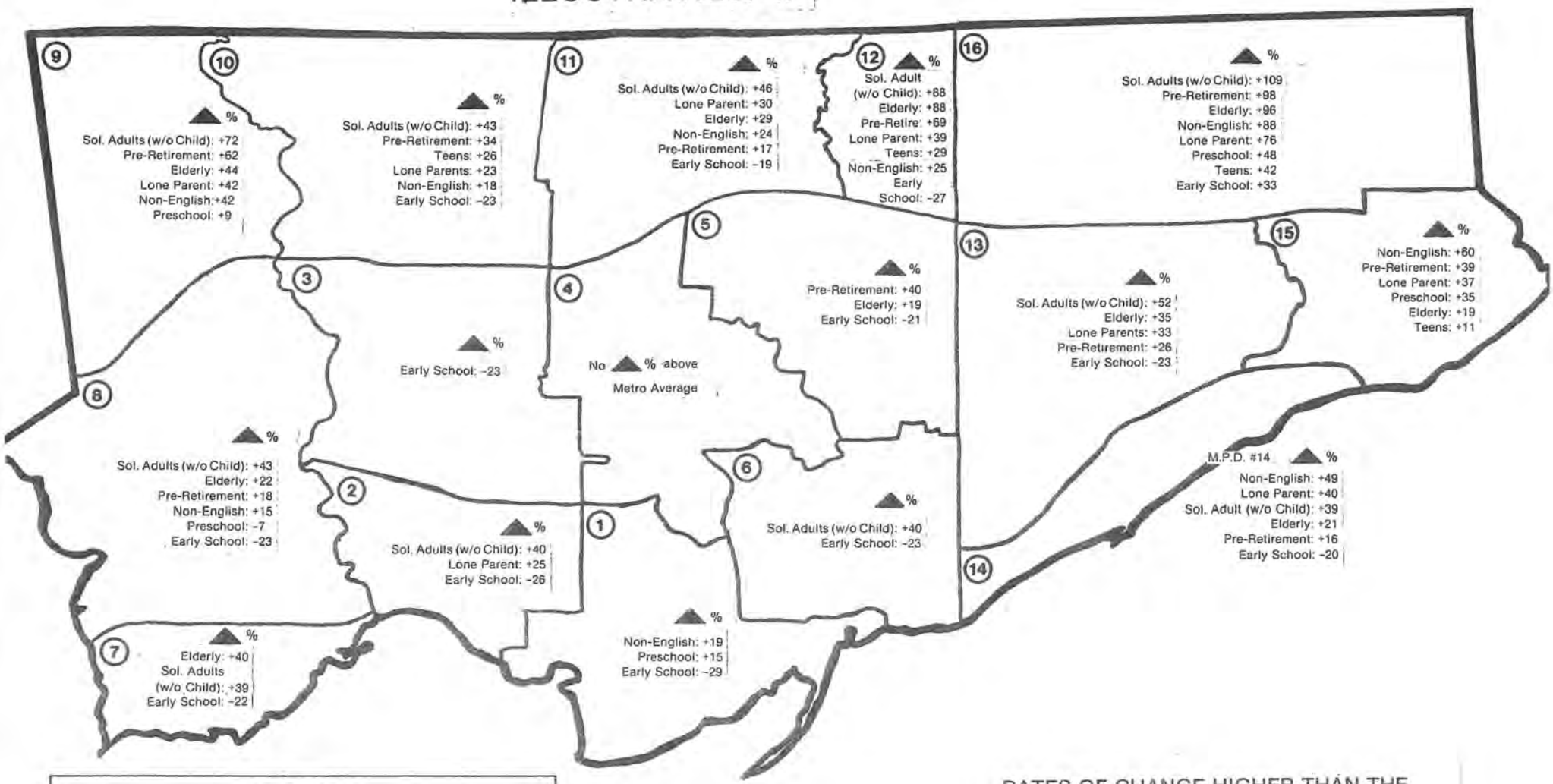
- the growing pattern of suburban settlement by immigrant (Non-English mother tongue) people which represents a reversal of previous settlement patterns; and

- the high rates for almost all characteristics in communities north of Highway #401, particularly in Rexdale (MPD #9), Agincourt (MPD #16), Willowdale (MPD #12) and West Hill (MPD #15).

It is evident that Metro's suburban communities are becoming as mixed and varied in social character as the inner urban core has become (see Appendix D for data on distributions of selected characteristics by Area Municipality and Major Planning District). The suburbs remain the prime focal point for family growth as they have since World War II. But they are not escaping the broader demographic trend of solitary adult living. As discussed earlier, these dominating social patterns can produce living environments where

16 Major Planning Districts are planning units used by the Municipality of Metropolitan Toronto.

ILLUSTRATION 4.



1976 - 1981 METRO AVERAGE RATE OF CHANGE	▲%
SOLITARY ADULTS (WITHOUT CHILDREN):	+37.6%
LONE PARENT FAMILIES:	+20.8%
ELDERLY (65+ YEARS OF AGE):	+16.1%
PRE-RETIREMENT (55-64 YEARS OF AGE):	+11.7%
NON-ENGLISH MOTHER TONGUE:	+9.1%
PRE-SCHOOL (0-4 YEARS OF AGE):	-6.9%
TEENAGE (10-19 YEARS OF AGE)	-8.1%
EARLY SCHOOL AGE (5-9 YEARS OF AGE):	-17.6%

RATES OF CHANGE HIGHER THAN THE METRO AVERAGE FOR SELECTED SOCIAL CHARACTERISTICS BY MAJOR PLANNING DISTRICTS, 1976-1981.

Source: **Statistics Canada, 1976 and 1981 Census.**

individuals and families become isolated and remain unconnected with others in the community. There is double jeopardy when this occurs in that:

- people without alternative personal and family support networks are extremely vulnerable in time of crisis (e.g., accident, emotional strain, loss of employment, etc.); and

- people do not come together to build strong communities for their mutual well-being and the wider benefit of society.

2.3 Community Response

Over the last decade local voluntary support programs have emerged in response to these social pressures. Some of these local initiatives focus on specific interest groups in the community such as families, children, seniors or immigrant people. Although so focussed, these programs usually provide wide-ranging supports, including formal activities or services and informal opportunities for social contact and community involvement.

Neighbourhood centres serve broader, usually geographically defined constituencies. They include the settlement houses, based in the City of Toronto and mostly originating prior to 1970, and more recently formed neighbourhood organizations based in low income and "high risk" suburban areas (i.e., high proportion of lone parent families, unemployed people, social assistance recipients, and new immigrants).

Illustration 5 attempts to categorize respondents to the Joint Task Force survey by type of service and period of origin.[17] Such is the nature of neighbourhood support programs that slotting them into a service typology cannot be precisely accurate. For this reason, we have typed those programs other than neighbourhood centres by major emphasis as conveyed in the returned survey forms.

17 The breakdown into three periods was selected to capture older more established local programs (pre-1971), programs originating during a period of high resource availability (1971 - 1975) and programs originating during a period of fiscal restraint (1976 - 1982).
Social Planning Council of Metro Toronto, Metro Suburbs in Transition: Part II, (Toronto, 1980), Chapter 4, and Social Planning Council of Metro Toronto, Voluntary Sector at Risk, (Toronto, July, 1981), Chapter III.

ILLUSTRATION 5

SURVEYED NEIGHBOURHOOD SUPPORT PROGRAMS
BY PROGRAM TYPE/EMPHASIS AND PERIOD OF ORIGIN

Program Type or Emphasis	Period of Origin Pre-1971	1971 - 1975	1976 - 1982	Totals
Family/Children Supports	1	3	9	13
Elderly/Disabled Supports	2	9	7	18
Immigrant Supports	1	5	4	10
Youth Supports	1	1	3	5
Information/Advocacy Community Development	2	3	11	16
Neighbourhood Centres	6	9	8	23
Crisis/Distress/ Emergency Supports	4	5	6	15
TOTALS	17	35	48	100*

*The total of 100 exceeds the total survey response of 95 reported in Table 1.1 because five additional survey responses were received late. They could not be included in the overall tabulations because of time constraints but it was a simple matter to incorporate them in this categorization.

ILLUSTRATION 6

SURVEYED NEIGHBOURHOOD SUPPORT PROGRAMS
BY LOCATION AND PERIOD OF ORIGIN

Location or Emphasis	Period of Origin Pre-1971	1971 - 1975	1976 - 1982	Totals
Toronto	10 (59%)	13 (37%)	12 (25%)	35 (35%)
York, East York	4 (24%)	4 (12%)	6 (12%)	14 (14%)
Etobicoke, North York, Scarborough	3 (17%)	18 (51%)	30 (63%)	51 (51%)
TOTALS	17 (100%)	35 (100%)	48 (100%)	100*(100%)

It is significant that 83 of the survey respondent programs (83%) have originated since 1971 (Illustration 5). Fifty-eight of these programs have started outside the City of Toronto, the great majority (48) in the outlying suburban municipalities (Illustration 6). Only three of the outlying suburban programs responding to our survey came into existence prior to 1971.

The growth of these local suburban programs during the 1970s demonstrates a community-based attempt to respond to changing social conditions across Metro. Although the growth in suburban programs is impressive, the number remains disproportionate to the size of population served and need. Furthermore, these local suburban programs are fledgling efforts and are at the centre of the funding crisis as will be shown later in this report. First, we will develop a definitional and conceptual framework for understanding the nature, role and function of all neighbourhood support programs as essential services in our communities.

CHAPTER 3

THE GROUND LEVEL OF SOCIAL SUPPORT IN NEIGHBOURHOODS

"Neighbourhood service has potential for discouraging an 'anti-alienation' quality. That is to say, it can address a major problem of contemporary living; human alienation - one individual from another, individuals from the group, and groups from other groups."

- Daniel Thursz and Joseph Vigilante, in "Neighbourhoods: A Worldwide Phenomenon" (1978).

"The thread holding it all together is the ebb and flow of voices; people talking about their kids, exchanging recipes, getting and giving information. Fathers as well as mothers."

- Eileen Morris, "The Children's Storefront", Homemaker's Magazine, (April, 1979).

3.1 Distinguishing Characteristics of Neighbourhood Support Programs

LOCALLY INITIATED ACTIVITIES
CONTROLLED BY PARTICIPANTS AND RESIDENTS
WHICH ENABLE PEOPLE
TO COPE WITH DAILY NEEDS
AND TO CONTRIBUTE TO COMMUNITY LIFE

This definition of neighbourhood support programs emerged after much discussion and review at neighbourhood gatherings and meetings of the Secretariat and Task Force. It captures in everyday language the essential character and work of neighbourhood support programs. Neighbourhood support programs constitute an informal but primary network of daily social supports for people in the communities where they live.

3.1.1 Locally Rooted. Neighbourhood support programs belong to local people who participate in their development, operation and use. The survey response revealed overwhelming evidence that local control, responsibility and identification are the primary characteristics of neighbourhood support programs. For example:

- 72% of survey respondents (68 programs) have their own locally elected boards;
- another 19% (18 programs) are governed by boards appointed locally by membership consensus or other local voluntary organizations (e.g., churches);
- 82% of responding programs were formed in response to the common expression of need by individuals and groups in the community; and
- 64% of the responding programs were originated by a small community group (Illustration 7).

Self-determination is probably the major perceived benefit of this strong local character among neighbourhood support programs. Decision-making and accountability rests with the community and its participants rather than with officials in public or private central offices far removed from the community experience. This does not deny the important role of professional social service agencies in the community. In fact, some professional social service agencies have assumed community development activity to help local citizen groups create the supports which they require. As indicated in Illustration 7, five of the survey respondents referred to the assistance of individuals or agencies external to the community in program

ILLUSTRATION 7

ORIGINATING AGENTS OF NEIGHBOURHOOD SUPPORT PROGRAMS

Agent of Origin	No.*	Per Cent* N = 95
(a) Local citizen	21	22
(b) Agency staff	15	16
(c) Small community group	65	68
(d) Local agency/organization	31	33
(e) Individual/Agency external to community	5	5
(f) Other	2	2

* Many respondents indicated more than one originating agent.

formation, although in all of these instances external involvement occurred in conjunction with local individuals and groups.

3.1.2 Voluntary Initiative and Participation.

Neighbourhood support programs are a community expression of collective responsibility and mutual assistance. Volunteer involvement in decision-making and direct support is a major distinguishing characteristic of these programs. The 95 survey respondents reported the participation of over 5700 volunteers in their activities contributing a total of 40,616 hours of voluntary work each month. Less than 10% of volunteer time among the survey respondents is used for administrative work. These programs are "non-bureaucratic" in character. Almost 50% of volunteer involvement is in direct support and human contact. Each neighbourhood program in our survey involved volunteers in four direct support activites on average.

This level of volunteer participation represents a significant value to the human services system. While it cannot be accurately measured in dollars and cents, there is no doubt that direct voluntary support reduces overall system pressures and costs. But the real value, not measurable in economic terms, is the shared community commitment to mutual well-being embodied in voluntary activity. Direct support to individuals and families in need is just one manifestation. The 30-40% of volunteer time reportedly devoted to policy-making, program development and fund raising signifies collective responsibility and action for the creation of quality living environments mutually beneficial to all members of the community.

3.1.3 Wide-ranging, Informal, Supports for Daily Living. Neighbourhood support programs are not narrowly defined activities. In its annual report, one local program described itself as "a place where individuals can come, not just for programs and services, but more importantly to meet other individuals, to share ideas, to develop friendships, and to find support."

Almost all of the 95 survey respondents reported wide-ranging activities used by a variety of individuals and groups in the community

ILLUSTRATION 8

NEIGHBOURHOOD SUPPORT PROGRAMS:
TYPES OF ACTIVITIES*

	No.**	Per Cent** N = 95
ACCESS		
Information	45	47.4
Referral	30	31.6
Advocacy	27	28.4
Advice	20	21.1
Community Development	11	11.6
Brokerage Co-ordination	7	7.4
DIRECT SERVICE		
Social/Leisure/Recreational	55	57.9
Home Support	25	26.3
Educational/Life Skills Instruction	24	25.3
Family Support	23	24.2
Counselling	23	24.2
Child Care	22	23.2
Housing (transitional/emergency)	16	16.8
Transportation	14	14.7
Employment	11	11.6
Crisis Assistance	11	11.6

*Classification by ACCESS and DIRECT SERVICE and categorization of specific programs based on Thursz and Vigilante, 1978. ACCESS supports provide the means to link the individual with an array of services. DIRECT SERVICES are the particular forms of support provided (p. 14).

**Most programs reported more than one activity in terms of this classification.

ILLUSTRATION 9

NEIGHBOURHOOD SUPPORT PROGRAMS:
CHARACTERISTICS OF PARTICIPANTS

Characteristics Reported*	No.	Percent of Total Surveyed N = 95
AGE:		
Young Children	38	40.0
Teens	37	38.9
Elderly	43	45.3
FAMILY STATUS:		
Families	36	37.9
Single Parents	24	25.3
Alone	16	16.8
ECONOMIC STATUS:		
Low income	41	43.2
Unskilled workers	10	10.5
Middle class	13	13.7
Tenants	16	16.8
PARTICULAR STATUS:		
Immigrants/Ethnic Minority	43	45.3
Women	28	29.5
Emotional, Drug, Alcohol Problems	17	17.9
Handicapped	16	16.8
Poor Health	10	10.5
Poor Education	6	6.3

*Recorded according to response to survey question 6.2: "Provide a brief description of the general characteristics of the participants in your programs" and information provided in materials attached to questionnaires.

(Illustrations 8 and 9). It is significant that so many of the programs are a source of information to their communities and offer opportunities for social interaction (Illustration 9). Many informal arrangements and forms of mutual assistance arise from the formal activities and mere presence of neighbourhood support programs. For example, several parents attending a parent-child drop-in centre for a child care program may meet, talk, form a friendship and subsequently make shared babysitting arrangements. Another program described how a shopping service for elderly people extends into friendship and other kinds of support. In one instance an elderly person who required temporary hospitalization left the key to her home with her shopping aide who looked after her plants while she was in the hospital.

Depending on local circumstances, neighbourhood support programs meet more specific needs. Language training for recent immigrants, parenting education for new families, and hot meal delivery for shut-in elderly people are examples. But these kinds of specific, formal supports and the more informal opportunities for social contact which they provide are generally related to the practical business of daily community life. That is, they respond to everyday needs according to the varying circumstances and living requirements of the individuals and families who use them.

3.1.4 Personal Growth, Interdependence, and Community Contribution. Generally, neighbourhood support programs avoid designation of their users as "clients". Distinctions between service users, community volunteers, and staff in programs are usually minimized. The Neighbourhood Network of North York recommended to the Task Force that people involved in neighbourhood support programs be referred to as "participants" because:

> There is a wide variety of participation in neighbourhood based services, including volunteers, board members, users of the service, and contributors of resources. It (the term "participant") is intended to avoid any negative connotations or discriminatory undertones associated with such terms as "consumers". The assumption behind the use of the term is that many people in the community get something out of, as well as put something into, a neighbourhood support service.[1]

1. Neighbourhood Network of North York, "Distinguishing Characteristics of Neighbourhood Support Services", (November 30, 1982).

Neighbourhood support programs tend to define their participants in terms of their strengths and basic needs, rather than their deficiences and dependencies. Over 25% of survey respondents stated that a major social benefit of their activities was the encouragement of independence, self-sufficiency and confidence in program participants. Frequently neighbourhood programs work collaboratively with social service agencies to reduce dependency as indicated by the following example offered by a suburban neighbourhood centre:

> A young mother with two young children was a client of Children's Aid desperately trying to improve her parenting skills in order to better handle the difficult times she was having with her very active children and also to prepare for a third one on the way. She attended a series of Parenting Group sessions (run by this neighbourhood support program) where she quickly established herself as an open and probing participant. Her child management has improved tremendously; she proudly shows off her new baby and she is being terminated from the caseload of Children's Aid.

Reinforcing an individual's capacity and self-esteem are important. But these programs foster personal growth and self-sufficiency in a community context. In its discussion of the characteristics of neighbourhood programs, the North York Neighbourhood Network emphasized the "interdependence" which develops among individuals and groups through the work of these programs.[2] Even the most independent people can remain isolated and unfulfilled. Neighbourhood groups create linkages among people which strengthen the individual's capacity to cope with the daily demands of life and contribute to the health and vitality of the community.

3.1.5 Preventive Orientation. Many neighbourhood support programs perceive their role as preventive in relation both to personal crisis and community well-being. Almost 36% of survey respondents said prevention was a major social benefit of their work (Illustration 10). Examples ranged from preventing institutionalization of elderly people, to preservation of family harmony, to reduction of youth idleness and delinquency. Over 26% of respondents specifically referred to the reduction of personal isolation and alienation as a major social benefit of their programs (Illustration 10).

2. Ibid.

ILLUSTRATION 10

SOCIAL BENEFITS CONTRIBUTED TO THE NEIGHBOURHOOD ACCORDING TO SURVEY RESPONDENTS

Social Benefit	No.	Per Cent N=95
(a) Prevention	39	35.9
(b) Reduction of personal isolation, alienation	25	26.3
(c) Encouragement of independence, self-sufficiency, confidence	24	25.3
(d) Access to services	11	11.6
(e) Protection of rights	10	10.5
(f) Encouragement of ethnic co-operation	9	9.5
(g) No response	13	13.7

These perceived benefits bear important implications for the contribution to the quality of neighbourhood life. They also suggest a reduction of time, pressure and cost burdens on other parts of the human services system. Actually, the essential role of neighbourhood support programs cannot be truly understood until placed in the context of the wider human services system.

3.2 The Ground Level of Support in a Three-Tiered Human Services System

Where an individual or family lives is generally considered a stable base for the fulfillment of other human needs. People spend more time in their homes and neighbourhoods than at work or school. Traditionally, larger families, nearby relatives, and familiar local neighbours and friends have been mutually accommodating with childcare, shopping arrangements, sharing and exchanging goods, etc. Socialization within fairly homogeneous neighbourhoods used to occur more naturally. Where such resources or opportunities were not naturally available on the basis of kinship or established neighbourhoods, people from similar backgrounds would tend to congregate for mutual support. For example, at the turn of the centure as urbanization deposited people from rural areas and other countries into the city, settlement houses originated to offer some sense of community and mutual support to "rootless" vulnerable individuals and groups.

The urban-suburban social context of the 1980s is more varied. Many individuals and families can no longer count on assistance with the demands of

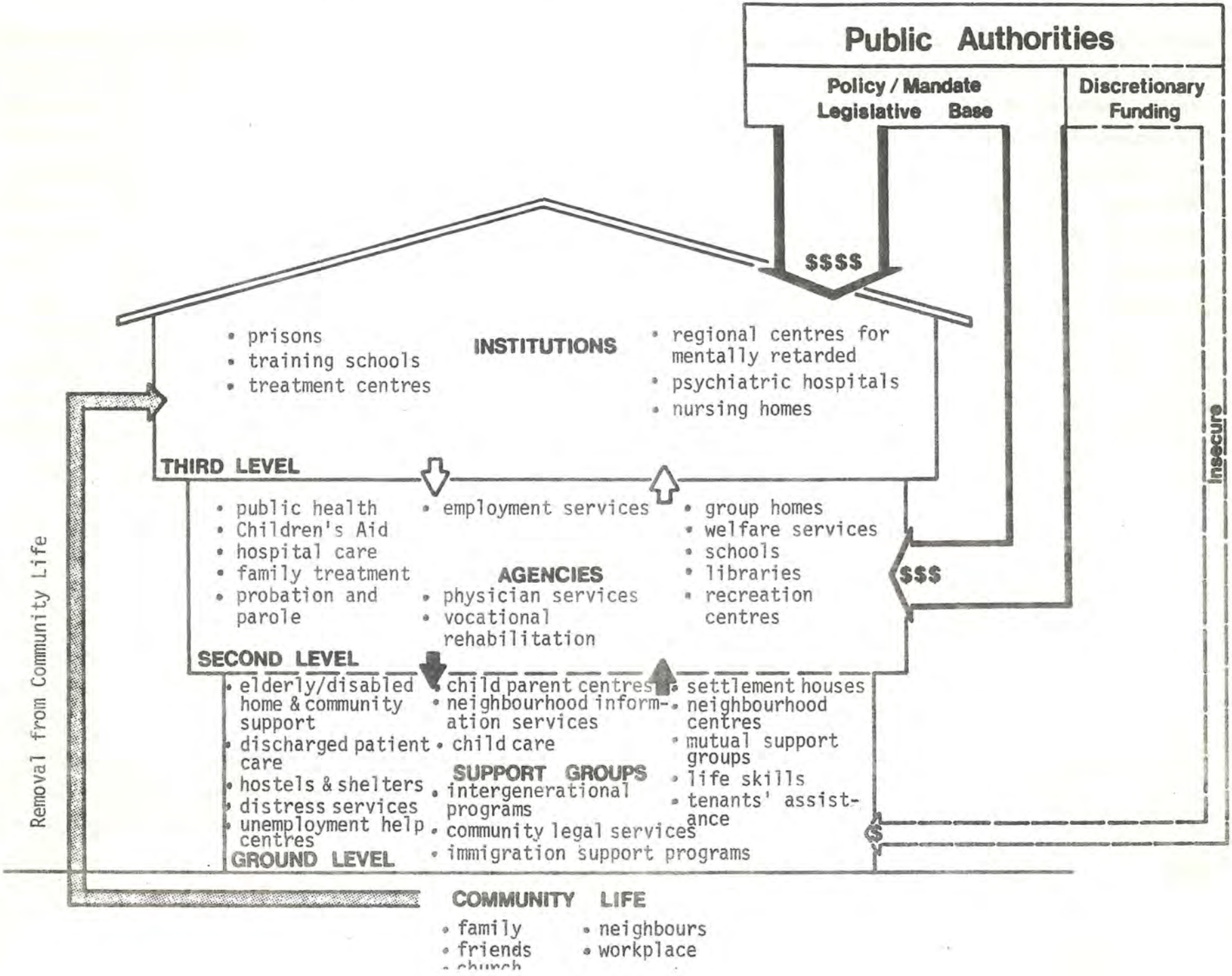
daily life from family members, friends or well-known local neighbours. Some people have shifted their expectations for social participation and support to their work lives. Employment can serve as a basis for social contact and involvement. Many city-dwellers establish their network of friends among their work associates and depend on their own productivity and earned income for survival in the urban environment. Others have less flexibility in this regard, especially older, infirm people living alone on fixed incomes, unemployed people, single parents, and newcomers unskilled in the English language.

Neighbourhood-based voluntary initiatives have emerged to offer some stability and support to people isolated in their own communities and pressured by the demands of everyday life. In some cases they are family-oriented; in others primarily focussed on specific concerns, such as the needs of elderly or immigrant people; sometimes they are identified with a specifically defined geographic community serving a broad-based constituency. Their form and structure depend on the common needs and interests of their participants. The real value of neighbourhood support programs is that they live with the people who use them. They offer direct support through formal activities but just as frequently through informal arrangements. They provide help to people but also the opportunity to give or participate in some way.

Given a mixed social and cultural environment, neighbourhood support programs can assume the role which extended families and established, homogeneous neighbourhoods previously played. They are a vehicle for social integration, community participation, and collective responsibility. Acting as a first line of defence against the more severe human consequences of isolation, alienation and despair, neighbourhood support programs make up the Ground Level of a three-tiered human service system. Illustration 11 portrays this concept and offers some specific examples of Ground Level supports.

The Second Level depicted in Illustration 11 represents the more traditional service structure with various community agencies mandated for service to people with particular needs and problems. Second

ILL. 11: HUMAN SERVICES: AN UNBALANCED SYSTEM



Level supports tend to have a more specialized focus whether public (e.g., Canada Manpower, Probation and Parole, General Welfare Assistance) or private (e.g., Children's Aid Societies (C.A.S.), Family Services Associations (F.S.A.), Association for the Mentally Retarded). Although also concerned with helping people to remain and function in the mainstream of community life, agencies at the Second Level are frequently used in crisis or near-crisis situations. They are more usually involved with people on an episodic or short-term rather than daily, ongoing basis. Consequently, they are usually more "problem-centred" and adopt more restorative-rehabilitative approaches towards their "clients".

Ground and Second Level organizations often work in partnership. Collaboration can occur around specific situations, such as the F.S.A. Social Worker and neighbourhood centre worker who find an emergency placement for a battered wife and her children. Or it may be ongoing, as when the C.A.S. worker or public health nurse spends several half-days a week in the office of a local family centre. Survey respondents offered both examples.

Institutional services comprise the Third Level of the human services system. Individuals are withdrawn from community life supposedly for their own or the community's protection. They receive both basic needs and specialized care in congregative settings segregated from the mainstream of society. The path from the community to the Third Level is sometimes direct and sometimes via agencies on the Second Level. The path back is usually through Second Level agencies, although it is sometimes direct which can be disastrous without the appropriate transfer of resources (e.g., the plight of former residents of Lakeshore Psychiatric "dumped" into the community of Parkdale without adequate housing or follow-up supports).

Illustration 11 also portrays the policy and funding base for the three-tiered human services system. In this century the heaviest investment has been in Third Level institutional services. Funding for this level is fairly well grounded in policy and legislation (e.g., Ontario Mental Health Act, Developmental Services Act, Children's and Youth Institutions Act, Training Schools Act). The policy and legislative base of the Second Level has

also grown as the importance of community-based professional services became more widely recognized (e.g., Child Welfare Act, Children's Residential Services Act, Homes for Retarded Persons Act).

Neighbourhood supports on the Ground Level have no comparable policy base or access to secure funding. Without either, they remain dependent on discretionary funds through a myriad of government funding programs and charitable sources. Consequently, the Ground Level of the human services system remains grossly underdeveloped in relation to the other parts of the system.

The underdeveloped base places tremendous additional demands on community agencies at the Second Level. Other provincial policy changes are occurring which will result in even further pressures. The process of deinstitutionalization initiated in the 1970s is gaining more government favour, considering the cost of maintaining the present Third Level institutional base. The Provincial Government has approved a plan to close a number of smaller institutions for mentally retarded persons over the next five years. Also the Government's proposed Children's Act, now in a consultation process, will make it more difficult to remove children from their communities.

The Task Force believes that prevention of institutionalization and repatriation of previously rejected people to their home communities is a positive development. However, the implementation of these policies will inevitably create greater demand for community support. Second Level agencies will be hard pressed to respond adequately without resources beyond the five percent limits which are being applied. But the failure to recognize the fundamental place and role of Ground Level supports in the wider human services system ignores the necessary community base upon which all else rests.

3.3 Base for Neighbourhood Renewal Strategy

Neighbourhood support programs are essential services for the stability and well-being of life in our communities. Founded on principles of voluntary initiative, collective responsibility, social integration and mutual assistance, they are vehicles through which a strategy for social, community and even economic renewal in neighbourhood life may result.

- Social Renewal. Our socially and culturally mixed communities harbour many people without personal support networks and community ties. Isolation, alienation, frustration, despair, violence and dependence (e.g., on welfare system) frequently result. Neighbourhood support programs encourage social contact and interaction, thus fostering harmonious and cooperative relationships among people from diverse backgrounds and situations.

- Community Renewal. Personal isolation and alienation lead to inwardcentredness and weaken individual identification with the wider political and social order. Neighbourhood support programs are founded on the principle of voluntary initiative and collective responsibility. By creating a shared sense of community, neighbourhood programs become "mediating structures" between local citizens and society's common political and social institutions.[3]

- Economic Renewal. Our communities are caught in the uncertainty and hardship of economic conditions unknown since the Great Depression. Neighbourhood support programs constitute part of a "not-for-profit" third sector of our economy and are fertile ground for the creation of permanent employment in our neighbourhoods.[4] The potential, economic restorative impact of this strategy is dealt with separately in chapter 5.

A publicly supported neighbourhood renewal strategy could firmly establish "communities of competence" across Metro and the Province.[5] This would lead to rejuvenated communities determined to use financial and human resources efficiently and effectively for the betterment of neighbourhood life and the reduction of isolation, alienation and social and economic disruption. A necessary first step in this direction is public recognition of Ground Level social supports as essential to community life.

3 Peter Berger and Richard Neuhaus, To Empower People, The Role of Mediating Structures in Public Policy, (Washington, D.C., 1977), p. 3.

4 Eli Ginzberg et al. The Pluralistic Economy, (New York, 1965), p. 17.

5 John McKnight, "Professionalized Service and Disabling Help", in I. Illich, ed., Disabling Professions (London, 1977), p. 79.

Official public policy has recognized in statute and through substantial allocation of resources that certain services are essential to the life of a city and its neighbourhoods. These include:

- police
- fire
- emergency ambulance services
- public health
- sanitation
- schools
- libraries
- parks
- recreation services

It is essential that the value, merit, and necessity of neighbourhood support programs in our communities receive similar recognition and funding in official public policy.

CHAPTER 4

THE FUNDING CRISIS

"Because of their direct and immediate connections to the communities which they serve, voluntary organizations are the cutting edge in identifying changing need, and in developing appropriate ways to respond to needs. In addition, because of the participation of volunteers in the management and operation of services, voluntary organizations are flexible and creative in using limited financial resources to provide high service levels."

- Draft Report of the Task Force on Funding Voluntary Community Services prepared by Staff Work Group, Metro Community Services Department, September, 1982.

"Absence of core funding is creating an environment whereby vendorism, grantsmanship, and dependency have coloured relations with funders. Effective planning is disrupted, emerging needs are taking second place to funding criteria. Restraints and cutbacks have placed the voluntary sector at risk - for its very survival!"

- Human service worker in local Scarborough program, October, 1982.

4.1 A Crisis of Survival

Over 70% of neighbourhood support programs responding to the Joint Task Force survey reported funding as the greatest threat to their continued operation (Illustration 12). Repeatedly, in survey form, neighbourhood meetings and interviews, representatives of local programs expressed frustration at public funding provisions which did not guarantee program security. Thirty-four percent of respondents specifically referred to lack of "core", "base", "permanent", "survival", or "ongoing"

ILLUSTRATION 12

NEIGHBOURHOOD SUPPORT PROGRAMS BY MUNICIPALITY
REPORTING FUNDING AS GREATEST THREAT TO CONTINUED OPERATION

Municipality	No.	Proportion of Total Respondents for each Municipality
Toronto	24	71%
East York	3	60%
York	6	75%
Etobicoke	14	78%
North York	12	63%
Scarborough	9	82%
Metro Total	68	72%
Other Response	18	19%
No Response	9	9%
TOTAL	95	100%

funding as a major financial concern. Another 37% commented more generally on unavailability and inadequacy as the major funding problem. For 11 respondents survival funding was an immediate issue. Two had ceased operations for lack of it; two others were about to; three had experienced periodic program interruptions in recent years for funding reasons; the remainder were uncertain of their funding prospects for the next year.

Evidence of hardship caused by inadequate funding showed up in a number of other areas reported by survey respondents:

- 58% indicated that staff support has been negatively affected, including the necessity for staff cutbacks in 32 of the surveyed neighbourhood programs since 1975;
- 35 local groups have terminated a total of 63 program activities since 1975;
- 59 support groups have not been able to start a total of 106 program activities in their communities; and
- 28 neighbourhood support programs have incurred bank debt and interest expense because of funding problems.

Closer analysis of the survey response is more revealing. The median total expenditures dropped

by almost 20% for smaller programs and 14% for larger programs over 1981-82 (Illustration 13). Medium sized programs stayed at about the same dollar level in total expenditures over the same period. Meanwhile the Consumer Price Index average inflation rate over 1982 was 11.3%.[1]

ILLUSTRATION 13

COMPARISON BY SIZE OF SURVEY RESPONDENTS' 1981 AND 1982 MEDIAN TOTAL EXPENDITURES

Range	Actual 1981	Actual 1982	Change
Smaller Programs up to $100,000	$ 31,000 (N=41)	$ 25,000 (N=51)	-19.4%
Medium Size Programs $101,000 - $200,000	$151,000 (N=15)	$150,000 (N=25)	-0.7%
Larger Programs $201,000 - $1,000,000+	$365,000 (N=12)	$314,000 (N=13)	-14.0%

1 Statistics Canada Regional Reference Service, January, 1983.

Whereas budget cutbacks for larger support groups mean curtailing certain activities, smaller programs, located mostly in suburban communities, are threatened with termination under similar conditions. Those started since 1976 reported a wide gap between their 1982 total expenditure levels and their annual permanent funding requirments to remain in operation (i.e., core funding needs). Each spent $26,000 on average in 1982 (Illustration 14) while the reported average annual core funding requirement

ILLUSTRATION 14

MEDIAN 1982 TOTAL ACTUAL EXPENDITURES OF NEIGHBOURHOOD SUPPORT PROGRAMS BY LOCATION AND PERIOD OF ORIGIN

Neighbourhood Support Programs	Period of Origin Pre-1971	1971-1975	1976-1982
Median 1982 Total Actual Expenditures	$245,000 (N=15)	$120,000 (N=33)	$26,000 (N=41)
Located in City of Toronto	9 (60%)	13 (39%)	11 (27%)
Median 1982 Total Actual Expenditures	$357,100	$131,000	$25,000*
Located in Suburban Municipalities	6 (40%)	20 (61%)	30 (73%)
Median 1982 Total Actual Expenditures	$147,500	$80,000	$32,000*

N=89 NR=6

* The higher expenditures for newer suburban programs in 1982 may reflect more attention to suburban disparities since 1981 on the part of the United Way and Metro Toronto as a result of the Metro Suburbs in Transition report.

ILLUSTRATION 15

COMPARISON OF 1982 TOTAL EXPENDITURES WITH CORE FUNDING NEEDS
FOR NEIGHBOURHOOD SUPPORT PROGRAMS ORIGINATING DURING 1976 - 1982

Neighbourhood Support Programs Started Since 1976	Median 1982 Total Expenditures	Median Annual Core Funding Needs	Shortfall of Core Funding Needs
All (N = 41)	$26,000	$55,000	$29,000
Located in City of Toronto (N = 11)	$25,000	$37,000	$12,000
Located in Suburban Municipalities (N = 30)	$32,000	$63,000	$31,000

was $55,000 (Illustration 15). In other words, more recently formed local support groups, primarily suburban-based, require approximately twice the level of funding which they currently receive to remain in operation.

These findings are reaffirmed by the almost unified response of support programs formed since 1976 to the question of the greatest threat to their survival. Thirty of the 31 suburban-based programs formed since 1976 identified lack of funding as the most serious threat to their continued operation.

Clearly, Ground Level social supports are experiencing a funding problem of crisis proportions. Survey results paint a stark picture and uncertain future. But they represent only part of the frustration and concern of local groups. Much more was reported on the difficulties of struggling to survive under existing funding practices. This experience is documented in the following section before an analysis of current public funding patterns is offered in section 4.3.

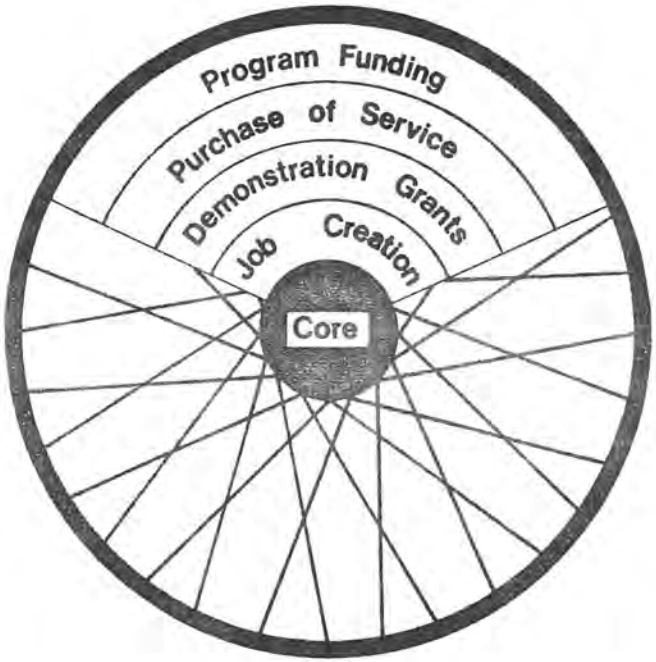
4.2 The Perils of Project Funding

Core funding is the base, annual operational costs which a local support program needs to remain open and available to its community. Larger more established programs supporting many people will naturally have higher core funding requirements. Minimal core funding for the smallest neighbourhood support program should include salaries and benefits for a program coordinator, at least one program worker and clerical/administrative support plus adequate space and office equipment. Appendix E offers a sample core budget breakdown for a new or small neighbourhood support program.

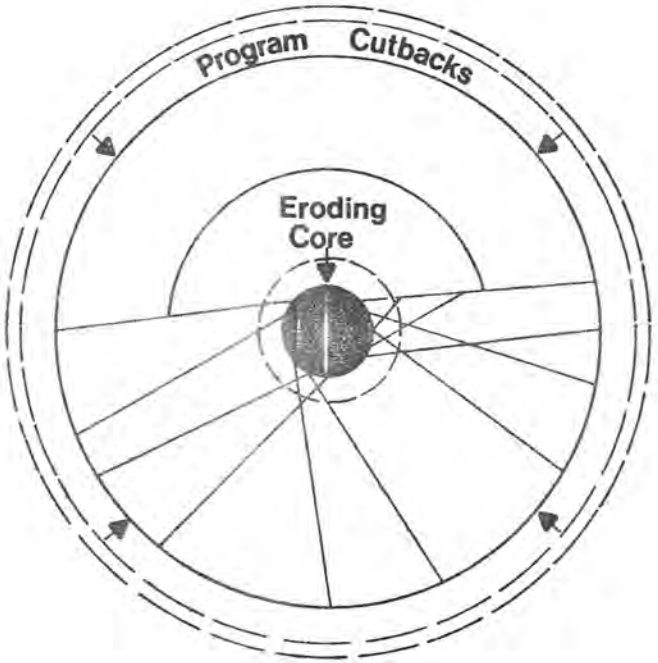
Core funding provides an essential centre of stability for neighbourhood support programs. Illustration 16 uses a wheel analogy to convey the importance of core funding. Illustration 16(a) depicts a stable operational centre which permits community outreach, program planning, development and delivery in the same way that the pressure on the rim of a wheel is supported by spokes linked into the central hub. The breadth of activities (diameter of the wheel) in which a neighbourhood support program is involved will vary, partly on

ILL. 16: CORE FUNDING WHEEL

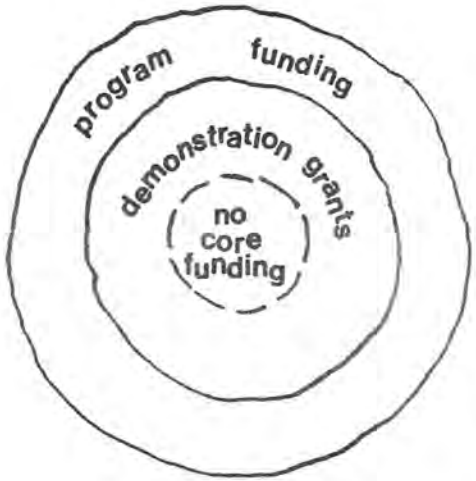
ILL. 16a
Role of Core Funding



ILL. 16b
Effect of Eroding Core Funding on Larger Neighbourhood Support Programs



ILL. 16c
Absence of Stable Centre in Smaller Unestablished Neighbourhood Support Programs



the basis of the various forms of funding it secures for its formal and informal activities. But these must be assembled around a secure centre which can adapt to changing community needs and various opportunities to obtain additional program resources.

Illustrations 16(b) and (c) represent more closely the actual situation. The larger, more established program, dependent on United Way or Metro Toronto Community Services for core funding, is experiencing an inflationary erosion at the centre which threatens adequate support to its programs (Illustration 16(b)). The smaller, new program is unable to establish a stable centre (Illustration 16(c)). Relying on short-term project funding or program funding without adequate administrative provision, it is like the rim of a wheel without the hub and supporting spokes. It may function for a while but will not have enough reinforcement for ongoing use nor does a base exist to allow further program development.

In the absence of clear policy and provisions for ongoing, consistent, core funding, neighbourhood support programs continue to rely on piecemeal non-sustaining project funding. The inadequacy and insecurity of project funding are recognized by major funding sources. The Metro Commissioner of Community Services recently acknowledged that "for all voluntary organizations, the attempt to secure core administrative funding and to obtain adequate program funding is an endless and frustrating task."[2]

Less frequently acknowledged, however, are the inefficiency and ineffectiveness which result from dependence on project funding. As well as being an unreliable source of ongoing operational support, project funding:

- constrains and inhibits the full potential and creativity of neighbourhood support programs by demanding conformity to rigid funding criteria;

- places heavy administrative demands and expectations on what are distinctively "non-bureaucratic" forms of support;

2 Commissioner of Community Services, Memo to Metro Community Services and Housing Committee, March 2, 1982, p. 2.

- imposes additional fund raising burdens on neighbourhood groups; and

- limits the capacity for such programs to plan and respond adaptively to the needs of their communities.

4.2.1 Rigid Funding Criteria. Neighbourhood support programs are severely constrained by the rigidity of project or program funding criteria. A common refrain at neighbourhood meetings was that funding requirements stifle individuality, creativity and innovation among local initiatives. Programs designed to meet certain objectives are sometimes compelled to engage in "creative applications exercises or grantsmanship" to qualify for funding, particularly from public sources.[3] Frequently, programs find that they have to "bend themselves out of shape to fit funding criteria."[4]

Groups committed to wide ranging forms of support and community development are particularly frustrated by rigid funding criteria. In one suburban municipality a local program providing a variety of supports to families, tenants and elderly people in its community struggled for nine years until 1980 when it could not qualify for funding to sustain its entire operation. The program was forced to close down for a year until project funding was again received, but only for support services to the senior people in its community. Even for this more limited operation, this program will be forced to close by the end of 1983 unless more stable funding is forthcoming.

In other situations project funding criteria impose discontinuity in local support. Local groups supporting immigrant people frequently complained about the inadequacy of the Federal Government's Immigrant Settlement and Adaptation Program (ISAP). Available on a fee for service basis, ISAP does not provide support for new immigrants who have been in Canada for more than

3 Comment at neighbourhood meeting, Etobicoke, September 29, 1982.

4 Comment at neighbourhood meeting, North York, October 7, 1982.

three years. As a survey respondent noted:

> However, this group of residents still require interpretation and information services even when they become citizens due to the lack of sufficient language skill to understand the complicated government policies and programs. We cannot turn them away.... However, we don't have funds to hire extra staff to cope with the demand.

Rigid project funding criteria demand standardization and conformity which are incompatible with the nature of neighbourhood support programs and which interfere with the effective performance of their role and function in the community.

4.2.2 Heavy Administrative Demands. Dependent on project funding, neighbourhood groups are forced to seek support from many sources. Usually all levels of government as well as the United Way and other funding agencies are explored. Some feel strongly that a multiple-source funding base is necessary protection against termination by one or several granting bodies. However, the very existence of this survival strategy gives testimony to the absence of stable and secure public funding provisions for essential local supports.

Additionally, maintaining a multiple funding base contributes to inefficiencies in Ground Level supports. Securing and administering project funds from many sources are burdensome on staff and volunteers. The lack of standardization in grant application, varying fiscal years and application deadlines, different statistical and record keeping requirements, all are terribly confusing and draining on time and energies. Program efficiency is reduced by diverting limited human resources from direct program development and delivery to administrative tasks.

Furthermore, the preoccupation with "keeping the numbers" for various funding bodies serves to bureaucratize further a form of support in our communities which is essentially "non-bureaucratic" in character.[5] Thus, the multi-source dependence which project funding encourages further interferes with the way that neighbourhood support programs function.

5 Comment at neighbourhood meeting, North York, October 13, 1983.

It is worth noting here that some communities have tried to adapt to the administrative burdens of project funding. Learnx in the City of Toronto and the Learning Enrichment Foundation in the Borough of York are locally controlled umbrella organizations which sponsor a range of support programs for families, children, teens and immigrant people. People in each local activity (e.g., day care, family language training program, youth employment training) retain decision-making control over their program but rely on the umbrella organizations for organizational help, fund raising, and administrative assistance.

While another example of the adaptability of local groups to a difficult funding environment, such organizational arrangements do not completely escape the vagaries of the project funding system. The Administrator of the Learning Enrichment Foundation acknowledged that funding remains insecure for the activities which the LEF sponsors. Some activities have folded and others were unable to start for lack of secure funding.[6]

5 Comment at neighbourhood meeting, North York, October 13, 1983.

6 Personal interview, September 18, 1982.

4.2.3 Additional Fund Raising Burdens. Survey results show that neighbourhood support programs receive between 20% and 30% of their income from the private sector, including the United Way, foundations, user fees and community fund raising campaigns. Metro Toronto criteria insist on demonstration of community funding support to qualify for a Social Services Grant. Most provincial funding programs also provide less than 100% funding, expecting commitments from alternative sources.

For many groups the issue of matching or proportional community funding is not a matter of choice to initiate or run special programs. Rather it is a question of basic operational survival. One program supporting elderly people in their own homes protested:

> The 30% private sector portion is our grave. How can over $25,000 be raised in 1983 in an economically depressed community in the best of times?

A parent child drop-in centre which has had to close down twice since 1976 for lack of funding

put the issue in proper perspective:

> We recognize that we will always be involved in direct fund raising projects within our community, and regard these as part of our Programme, but core funding is a necessity.

Instead of approaching its community for program funding, however, this parent-child centre and many other support programs run the treadmill of annual community appeals just to keep their doors open. One local program participant referred to this pattern as an "opportunity cost" in that program staff and volunteers are compelled to expend energy in private fund raising which could otherwise be more effectively used in direct support.[7]

4.2.4 Effect on Capacity to Plan. Most project funding is short-term, limited to one year or less. Consequently, funding patterns are highly variable and frequently appear to local groups as quite discretionary, especially for provincial and federal grants. One survey respondent speculated on funding decision-making in this way:

> The various Ministries and levels of government provide criteria and guidelines for groups to obtain funding. However, upon meeting the guidelines and criteria there is no guarantee that funding will be made available. It appears that funding is given to those groups that shout the loudest and not based on need and credibility of the groups applying. The Ministries appear to have a funding plan and encourage groups to apply for funding but the guarantee of same seems to be based on political decisions or whether or not an election is due.

Short-term, variable, discretionary project funding virtually precludes effective long-term planning. Limited to one or two year contracts or grant approvals, neighbourhood support programs cannot confidently plan for the needs which they anticipate emerging in the communities three, five or ten years ahead. Referring to this problem, a survey respondent for an immigrant support program explained:

> It makes it difficult to do intensive sustained work in the community that takes more than one year to develop but may have a significantly higher return on initial funding investment in the end.

7 Comment at neighbourhood meeting, Toronto, September 28, 1982.

Thus, project funding not only limits the full potential community benefit of neighbourhood support programs for the present but also affects their capacity to plan and adapt for the future.

4.3 The Policy Vacuum

A policy vacuum accounts for the current funding crisis. There is no clear statement of principle, comprehensive legislation, or integrated funding program which satisfactorily provides for the basic operational requirements of the Ground Level of the human services system. The various levels of the present multi-layered public and private funding structure are interconnected only loosely on a program-by-program basis, usually via various cost-sharing formulae. They are not organized and integrated within a coherent policy framework which can adaptively meet the needs of neighbourhood support programs.

4.3.1 Local Responses. Metro Community Services and the United Way have acknowledged the funding difficulties faced by neighbourhood support programs. Metro Community Services has used its Social Services Grants to provide core administrative support to "multi-purpose, community based agencies" which cannot secure core funding from senior levels of government.[8] In recognition of suburban disparities, Metro Community Services initiated Developmental Grants as a new funding category in 1981 and hired three Community Development Officers to help local suburban groups organize support programs. Demand for assistance in the suburbs resulted in the allocation of over $150,000 in Developmental Grants in 1982, a large increase over the originally proposed Departmental budget.[9]

At one time membership in the United Way was a source of ongoing core funding. Disappointing campaigns in recent years combined with the effect of inflation on existing commitments have not permitted the United Way to accept new members since 1980. This has hurt suburban programs most. Only five of the sixteen member agencies which replied to our survey were suburban-based, reflecting the well-known fact of the heavily disproportionate representation of agencies from the urban centre in the United Way membership.

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8 Metro Staff Work Group, Draft Report of Task Force on Funding Voluntary Community Services, September, 1982, p. 2.

9 Director of Community Services Development, Memo on 1982 Development Grants to the Metro Community Services and Housing Committee, September 1, 1982, p. 3.

Reacting to the criticism that suburban areas were not benefitting from the united appeal, the United Way has given priority to suburban programs in its Special Projects appropriation. In 1982 it granted over $439,000 to 24 projects, 20 of them based in North York, Scarborough, and Etobicoke and only nine to its member agencies.[10] But a telephone survey of all recipients in March, 1983 revealed that only three of these programs have secured ongoing funding from alternative sources when the Special Project Grant terminates. The grant terminates for nine of these programs by August, 1983. Eight had no ongoing alternative funding source at the time of telephone contact in March.

Metro Community Services and the United Way have taken complementary action to stimulate program development in the suburban municipalities. Yet, both remain partial funders at best. Neither approaches the average level of core funding required by neighbourhood support programs. Grants from either source fell far below the core funding requirements of neighbourhood support programs formed since 1976 as shown in Illustration 17.

ILLUSTRATION 17

COMPARISON OF 1982 INCOME FROM METRO SOCIAL SERVICES AND UNITED WAY WITH MEDIAN CORE FUNDING REQUIREMENTS FOR NEIGHBOURHOOD SUPPORT PROGRAMS FORMED SINCE 1976

Source of Funds	No. Programs Funded	Median Dollar Contribution to Neighbourhood Programs	Shortfall of Median Core Funding Needs ($55,000)*
Metro Social Services	25	$8,100	$46,900
United Way Member	10	$6,350	$48,650

* The median core funding needs for all survey respondents was $65,000.

Grants by area municipal authorities to neighbourhood support programs provide little relief. They averaged $4,000 in size and about 6% of the total budgets among our survey respondents. Funding commitments and practices at this level vary widely. Overall, per capita grants to community

10 United Way of Greater Toronto, Directory of Services, 1982, pp. 26 - 27.

service programs are very low (Illustration 18). In contrast the voluntary sector's per capita grants for core funding through the United Way amounted to $7.65 in 1982.[11]

ILLUSTRATION 18

GRANTS BY AREA MUNICIPALITIES
TO LOCAL SOCIAL SUPPORT PROGRAMS IN 1982

Area Municipality	Dollars Per Capita	Total No. Grants	Total Amount of Grants	Average Size of Grant
Toronto	0.92	76	$ 549,860.	$ 7,235.
Etobicoke	0.35	29	$ 104,300.	$ 3,597.
Scarborough	0.22	19	$ 95,795.	$ 5,042.
York	0.10	5	$ 13,500.	$ 2,700.
North York	0.06	8	$ 36,008.	$ 4,501.
East York	0.02	2	$ 2,348.	$ 1,174.
Metro	0.76	150*	$1,635,089.*	$10,900.

* Includes Social Services and Developmental Grants. Excluding Developmental Grants the average Metro Social Services Grant in 1982 was $12,735.

(Sources: Metro Community Services, Social Services Grants, 1982; Treasury Departments of Scarborough, East York, Etobicoke, York and North York; City of Toronto Grants Budget, 1982.)

11 Ibid.

Traditionally, the municipal argument has been that the limited property tax assessment cannot withstand the extra burden of support for social services. While the limitations of the property tax base are admitted, still, the allocation of available resources among alternative services remains a policy choice and reflects the values of particular social collectivities and their representative governing institutions. A policy framework which adequately sustains the Ground Level social supports must include a commitment of municipal resources on the basis of some reasonable share.

It is clear, however, that local responses from the public and voluntary sectors alone cannot resolve the funding crisis among neighbourhood support groups. The gap between current local funding provisions and the base operational needs of local groups shown in Illustration 17 does not even take into consideration unmet needs. In 1982 Metro rejected applications for Social Services Grants from 14 groups totalling $993,952 while the United Way refused 42 Special Project applications

totalling over $2,500,000.[12] Furthermore, both of their developmental programs provide seed money only, with no guarantee of ongoing, core support after two years.

Adequate and stable funding arrangements will require additional investment and more effective mechanisms for channelling additional resources on a fair and equitable basis. Therefore, provincial funding policies and patterns demand attention.

4.3.2 Categorical Funding Patterns. Lacking sufficient local sources, neighbourhood support programs turn to provincial and federal funding programs. Survey respondents indicated that altogether they received over 100 grants in 1982 from provincial and federal programs. But these are usually for short-term projects and frequently do not cover ongoing basic operational costs (Illustration 19).

Illustration 20 portrays the search for public funding by local support programs within the current categorical funding system. Local initiatives must identify prospective funding sources from a myriad of federal, provincial and municipal programs. Qualification for funding usually demands conformity to criteria which frequently changes the shape and character of the local program as suggested in the lower left hand part of Illustration 20. As well, with approvals usually on an annual basis, future operation remains uncertain for many programs.

ILLUSTRATION 19

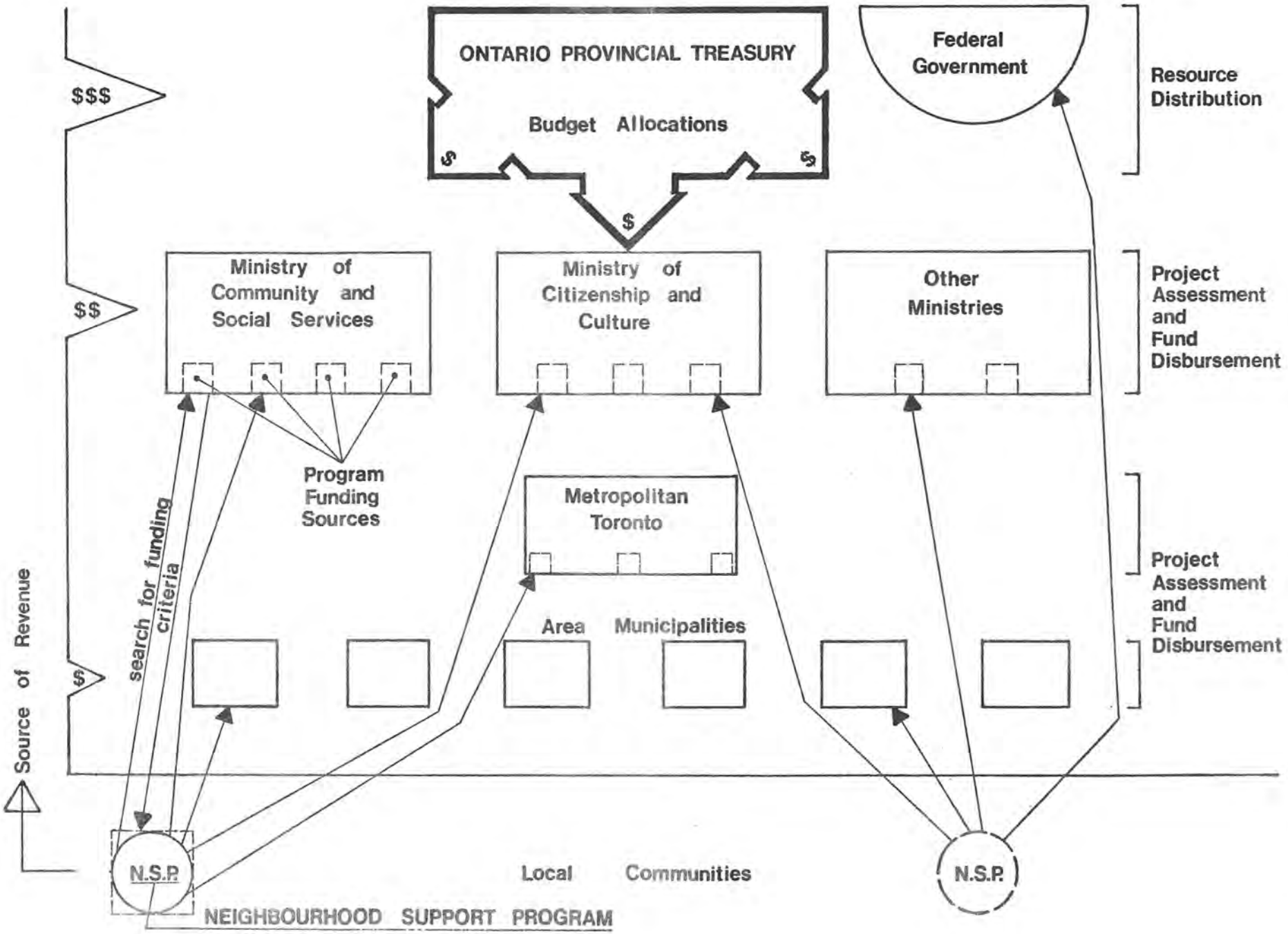
SOURCES OF 1982 INCOME FROM PROVINCIAL-FEDERAL SOURCES AS REPORTED BY NEIGHBOURHOOD SUPPORT PROGRAMS (N = 89)

Source	Total No. Grants	Median Proportion of Total Budget for Programs	Median Dollar Contribution to Programs	Shortfall of Core Funding Needs ($65,000)
Ontario Ministry of Community and Social Services	31	32%	$43,000	$22,000
Federal Department of Employment and Immigration	32	23%	$14,150	$50,850
Ontario Ministry of Citizenship and Culture	22	12%	$17,200	$47,800
Other Provincial and Federal Programs*	18	25%	$42,400	$22,600

* Provincial Ministries of Health (funding for community health clinics in some multi-service centres), justice (Legal Aid Clinics), and Youth Secretariat.
Federal Secretary of State Department.

12 Metro Community Services Department, Social Services Grants, 1982, p. 2.
United Way, "Special Projects 1982: Preliminary Assessment", 1982, Table 2.

ILL. 20: SEARCH FOR PUBLIC FUNDING



An overlay on Illustration 20 of similar line relationships for all neighbourhood support programs would produce a confusing but illuminating picture of the funding patterns for Ground Level supports in our communities. Each local group attempts to meet assessment criteria designed and applied in various places throughout the system. At the provincial level alone, survey respondents reported receiving grants from 18 different programs in five Ministries. Nine of these programs are administered by the Ministry of Community and Social Services.

Community and Social Services naturally attracts local social support programs seeking secure funding. Survey results show that, on average, this Ministry's grants are the highest and cover a higher proportion of total budgets (Illustration 19). Philosophically, however, Community and Social Services is more oriented towards the Second and Third Levels of the human services system. Legislative and funding provisions targeted for various categoric "needy" populations reflect a restorative-rehabilitative policy framework. While a suitable orientation for the specialized activity of agencies and institutions at the Second and Third Levels, this approach does not meet the needs of neighbourhood support programs. Acting as a first line of daily living support to individuals and families, neighbourhood programs are more broadly constituted and multi-purpose in nature as described in chapter 3. Categoric funding arrangements constrain their activities.

Other human service jurisdictions, specifically health and education, offer some guidance in policy development. Policy under both is based on the assumption that everyone benefits from access to quality health and education services. Community based public education is firmly established in legislation, tax-supported and locally operated. A similar policy base exists in health and recently assumed an even stronger community focus with attendant funding provisions when the Ontario Minister of Health announced in October, 1982 the Government's policy to recognize the community health centre as "a distinct, different and important element in the health services system.../which/ will receive stable and ongoing funding in the same manner as the other established elements within the system."[13]

13 "Ontario Health Centres - An Idea Whose Time Has Come", Remarks by Hon. Larry Grossman, Minister of Health, to the Annual Symposium of the Association of Ontario Health Centres, OISE, Toronto, Thursday, October 28, 1982, p. 9.

Except at the specialized agency and institutional service level, the social support system lacks similar definition and clarity in policy. Specifically, the Ground Level of neighbourhood support has not yet received recognition as an essential and distinct component of the human services system. Where there is no explicit, positive policy, there cannot be integrated, adequate, stable funding arrangements.

4.4 Summary

This chapter documents the funding experience of neighbourhood support programs and the crisis of survival as follows:

- Unstable funding is the greatest threat to the continued existence of most neighbourhood support groups, especially those which are suburban-based or have originated in the last six years.

- Project funding for neighbourhood support programs results in inefficiences and interferes with the effective performance of their support role in the community.

- Local public and private responses to the funding crisis can provide only limited, short-term relief.

- Final resolution of the crisis demands the development and implementation of public policy at the provincial level which recognizes the unique character and role of Ground Level social supports in the human services system and allocates the necessary resources accordingly.

Before proceeding with recommendations on the shape of public core funding policy and appropriate funding mechanisms, another dimension of the potential community service of neighbourhood support programs demands consideration. The next chapter describes their role in a renewal strategy to revitalize the economic health of our neighbourhoods and municipalities.

CHAPTER 5

NOT-FOR-PROFIT EMPLOYMENT: A NEGLECTED OPPORTUNITY FOR ECONOMIC RENEWAL

"Job training through community institutions, staffing neighbourhood betterment projects, tailoring programs to local needs and opportunities, produce far more permanent and useful jobs than huge 'incentive' plans to large industry."

- Harry C. Boyte, Social Policy, (Spring, 1982)

5.1 "Not-for-Profit" Third Sector

The "not-for-profit" concept was developed in the 1960s to describe the production of goods and services and the source of permanent employment not accounted for in the traditional division of the economy into the private (i.e., business) and public (i.e., government) sectors.[1] The not-for-profit third sector of the economy is made up of organizations which are:

- private in that they are structurally independent of government, although frequently in receipt of public funding; and
- public in that they serve a broad or specific public purpose without seeking financial gain.

Common examples of not-for-profit organizations are schools, hospitals, churches, museums, libraries, and housing cooperatives. Neighbourhood support programs also constitute an integral part of this third sector of the economy.

The not-for-profit sector is important for its contribution to the health of the economy through the efficient use of tax dollars to create permanent employment. A parallel economic benefit of not-for-profit employment is to infuse needed income into

1 Eli Ginzberg, The Pluralistic Economy, (New York, 1965), pp. 17 - 32.

local communities to purchase market goods and services, and thereby sustain private sector employment.

It is difficult to measure this economic impact directly because employment information is not collected for the not-for-profit classification. The growth in the size of the social services labour force since World Ward II, however, at least partly reflects the impact of the not-for-profit sector. According to a Metro Toronto Social Planning Council report using the latest available census data on the labour force, social services led all other industrial sectors in growth in the Greater Toronto Area between 1941 and 1971.[2] About one in every six jobs in Greater Toronto in 1971 was in social services.[3]

2 Social Planning Council of Metropolitan Toronto, Job Growth by Industry in the Toronto Area, Working Paper for Full Employment #6 in series on Social Policy Perspectives on Employment, March, 1982, p. 59.

3 Ibid., p. 60. Included in the SPC classification for social service was employment as recorded by Statistics Canada in the following industries: health, education, welfare, religious organizations, federal government, provincial government, defence, and local government.

This development signifies a wider trend towards a service economy which saw only 34% of all jobs in the Greater Toronto Area existing in primary and secondary industries by 1971.[4]

Survey results suggest that employment in the neighbourhood segment of the not-for-profit third sector:

- has been undervalued economically for its contribution to the quality of life in our neighbourhoods; and
- offers great potential for the restoration of economic health to local communities.

5.2 Undervalued Employment

The work done by paid staff of Ground Level support programs is undervalued. In our survey sample, salary and wage compensation for full-time

4 Although initial 1981 labour force census data was released in March, 1983, a breakdown into industrial classifications for Census Metropolitan Area Toronto was not available. Telephone contact with Statistics Canada Regional Reference Service, March, 1983.

workers in neighbourhood support programs fell between $2,000 and $7,000 (depending on the position held) behind the composite average industrial wage of $20,027 computed by Statistics Canada for the Greater Toronto Area (columns 1 and 2 in Illustration 21). For smaller programs with total budgets of $50,000 or less, the average neighbourhood worker falls even further behind the industrial average (columns 3 and 4 in Illustration 21).

ILLUSTRATION 21

COMPARISON OF EARNINGS OF NOT-FOR-PROFIT NEIGHBOURHOOD WORKERS WITH GREATER TORONTO AVERAGE INDUSTRIAL WAGE

Full-time Positions	Median Annual Staff Earnings for all Respondents	Difference from Average Industrial Annual Wage for Greater Toronto Area ($20,027)*	Median Annual Staff Earnings for Respondents with Total Budgets up to $50,000	Difference from Average Industrial Wage
Administrators/ Coordinators	$18,000	- $2,027	$14,000	- $ 6,027
Program Workers	$14,000	- $6,027	$14,500	- $ 5,527
Clerical	$13,000	- $7,027	$ 8,000	- $12,027

* Statistics Canada, average weekly industrial wage for Census Metropolitan Area Toronto was $385.13 in February, 1983 (x52 = $20,027).

While service workers in all sectors may compare poorly in relation to the average industrial wage, these comparisons for neighbourhood support work suggest at least two injustices. First, administrators or coordinators are not receiving wage compensation commensurate with the responsibilities for program implementation. Secondly, full-time clerical staff in smaller programs are receiving poverty-level wages.

Fair wage compensation for different kinds of work always provides much ground for argument. There are, however, other strong indicators that paid neighbourhood support work is undervalued. The absence of job security is a major problem and one tied directly to the unstable funding base of Ground Level programs. Over 33% of survey respondents reported the need to let staff go since 1975 because of lack of funding. Unfortunately, the "public" dimension of the not-for-profit third sector has not included the job security usually associated with public service work.

Given the high degree of job insecurity, protective benefits for workers in neighbourhood

support programs are important. In the wider market place employee benefits which include supplemental health, disability and pension arrangements are becoming increasingly recognized as important and necessary protective schemes. Yet, 34 of the 95 neighbourhood survey respondents (36%) reported that paid staff had no benefits beyond statutory requirements. Overall supplemental protective benefits for neighbourhood support workers compare very unfavourably to other public service workers (Illustration 22). The issue is not that local boards do not want to provide better protective benefits but that inadequate funding prevents them from doing so.

ILLUSTRATION 22

WORKER BENEFITS IN NOT-FOR-PROFIT NEIGHBOURHOOD PROGRAMS COMPARED TO ONTARIO PUBLIC SERVICE

Positions Available to Employees	Neighbourhood Support Survey Respondents (N=82, NR=13)	Ontario Public Service Agreements Under 200 Employees* (N=1824)
Employer Contribution to O.H.I.P.	41.4%	98.5%
Supplementary Hospital Insurance	19.5%	48.2%
Private Pension Insurance	15.8%	78.1%
Dental Plan	20.7%	67.1%
Drug Plan	24.4%	15.5%
Supplementary Maternity Leave	4.9%	63.2%
Additional Paid Holidays (above statutory requirements)	29.3%	97.0%

(* Source: Ontario Ministry of Labour, Research Branch, Ontario Collective Bargaining Agreements, October 9, 1982).

A number of reasons may account for the undervaluation of paid work in neighbourhood support programs:

- the perception that paid workers receive other kinds of reward and gratification in "helping people less fortunate" and, therefore, don't need or expect equitable monetary compensation for work performed;
- the high proportion of women employed in neighbourhood programs (Illustration 23), a group which has historically received lower compensation for participation in the labour force; and

EMPLOYMENT IN NOT-FOR-PROFIT NEIGHBOURHOOD SUPPORT PROGRAMS:

ILLUSTRATION 23

MALE/FEMALE FULL-TIME STAFF BREAKDOWN

Positions	Male	Female	Total
Administrators/ Coordinators	23 (22%)	81 (78%)	104 (100%)
Program Workers	54 (25%)	166 (75%)	220 (100%)
Clerical	4 (8%)	48 (92%)	52 (100%)
Other*	26 (44%)	33 (56%)	159 (100%)
Totals	107 (25%)	328 (75%)	435 (100%)

*Includes primarily maintenance staff and specialized professional resource staff (e.g., lawyers).

ILLUSTRATION 24

FULL-TIME/PART-TIME STAFF BREAKDOWN

Positions	Full-time	Part-time	Total
Administrators/ Coordinators	104 (89%)	13 (11%)	117 (100%)
Program Workers	220 (59%)	156 (41%)	376 (100%)
Clerical	52 (57%)	40 (43%)	92 (100%)
Other	59 (39%)	93 (61%)	152 (100%)
Total	435 (59%)	302 (41%)*	737 (100%)

*In contrast with the overall proportion of part-time labour force in relation to total labour force of 14% in Ontario (Statistics Canada).

ILLUSTRATION 25

MALE/FEMALE PART-TIME STAFF BREAKDOWN

Positions	Male	Female	Total
Administrators/ Coordinators	2 (15%)	11 (85%)	13 (100%)
Program Workers	34 (22%)	122 (78%)	156 (100%)
Clerical	4 (10%)	36 (90%)	40 (100%)
Other	30 (32%)	63 (68%)	93 (100%)
Totals	70 (23%)	232 (77%)*	302 (100%)

*Overall proportion of women in part-time labour force is 75% in Ontario (Statistics Canada, 1983).

- the higher than average participation of part-time employment in neighbourhood programs another traditionally undervalued component of the labour force (Illustrations 24 and 25). Notably, 75% of the part-time labour force in Ontario are women.[5]

Paid staff are essential in Ground Level support programs. In many ways they facilitate the provision of direct support and assistance by organizing programs and reaching out to people in the community. In most cases they identify themselves strongly with the community in which they work. Sixty-five per cent of the paid staff among survey respondents are local residents. More often than not the demands on their time are far beyond the normal work week. Moreover, they are primarily engaged in "non-bureaucratic" work. That is, they are working directly with the people in their community, providing direct support and facilitating involvement.

A good deal of neighbourhood work is directed toward the stimulation and support of voluntary activity. Based on the survey results the ratio of full-time staff to volunteers is 1:13, which amounts to over 1100 voluntary hours a year (139 regular workdays) related to each paid staff person. While this time cannot be fairly translated into an economic measure of value (i.e., dollar and cents figure) it does represent an irreplaceable human value to the human services system. Inadequate and insecure funding, therefore, threatens more than just paid staff positions. One suburban survey respondent issued the following alert on the wider implications of loss of staff:

> Preventative organizations such as ours are not a funding agency's priority. Volunteers will keep doing the work, but will get burned out and disillusioned without support.

No doubt most, if not all, paid staff in these programs are personally fulfilled through their community work. This does not diminish the real value of their work nor justify less than fair compensation and protective benefits in return for their work. Paid work in not-for-profit neighbourhood support programs should be recognized for its true value as a matter of equality and justice as well as to safeguard against the loss

5 Statistics Canada, February, 1983.

of competent people performing essential service. In fact, public authorities should look to the wider economic potential of employment expansion in this area.

5.3 Building the Local Economy

The not-for-profit neighbourhood segment of the third sector is prime ground for a community-based economic renewal strategy. Two major approaches have been studied and recommended to this end:

- Provision of venture capital to community economic development corporations. Local citizen groups receive public funds to establish viable small businesses which create jobs but also reinvest profits for the betterment of the community (e.g., profits used to provide inexpensive day care services for single parents who can then seek employment). Youth Ventures in the City of Toronto is one example of a community board with federal funding which is attempting to establish community businesses for the social and economic benefit of unemployed youth.[6]

- Direct public investment in job creation programs. Government creates employment directly by paying people for public works or community service projects. Well-known examples include the Federal Government's Local Initiatives Program and more recently Canada Works.[7]

While both approaches can be employed within the not-for-profit third sector, the job creation strategy has been favoured, particularly by the Federal Government, but primarily for short-term temporary relief of high unemployment. In fact, direct job creation programs in the public sector are usually perceived as "make-work" rather than as a valuable, permanent benefit to the economy. In this regard, a

6 City of Toronto Planning and Development Department, A Selective Economic Development Strategy for the City of Toronto, Policy and Programme Proposals, January, 1980.

7 Social Planning Council of Metropolitan Toronto, A Job for Everyone, (Toronto, 1982), p. 29.

recent Federal Task Force has concluded:

> (A) major government goal in the labour market policy area should be a more productive use of people's time. Implicity, this means a move away from a make-work orientation to a more positive engagement of people's latent or actual interests and skills. It means not simply adjusting people to jobs, but also adjusting jobs to people in their environments.[8]

As essential services, neighbourhood support programs should not be exploited strictly for the temporary relief of high unemployment. Being labour intensive, they have much wider potential as part of a long-term employment creation strategy. Between 1961 and 1971 over 100,000 jobs in social services were created in the Greater Toronto Area.[9] Employment in health, education and the provincial government accounted for the greatest part of this increase.[10] The public investment required to build up the capacity of Second Level services to meet human need has been justified. Now, however, similar attention should be given the Ground Level supports for the economic as well as the social benefits.

Calculations using the most conservative estimates of the cost of direct public sector job creation indicate that 120,000 permanent jobs could be created in neighbourhood support programs throughout Ontario by the year 2000 at an annual net cost of $85,000,000. For Metro Toronto this would amount to more than 30,000 new jobs over this seventeen year period (Illustration 26).

These investment figures are placed in some perspective, considering that Ontario ranks last among the ten Canadian provinces in the use of its vast wealth for public purposes. Illustration 27 shows that both in terms of the value of goods and services produced and personal income "the Government

8 Task Force on Labour Market Development, Labour Market Development in the 1980s, Employment and Immigration Canada, July, 1981, p. 147.

9 Social Planning Council of Metropolitan Toronto, Job Growth by Industry in the Toronto Area, p. 10.

10 Ibid., p. 60.

ILL. 26: EMPLOYMENT CREATION POTENTIAL OF NEIGHBOURHOOD SUPPORT PROGRAMS TO YEAR 2000 IN METRO TORONTO AND ONTARIO

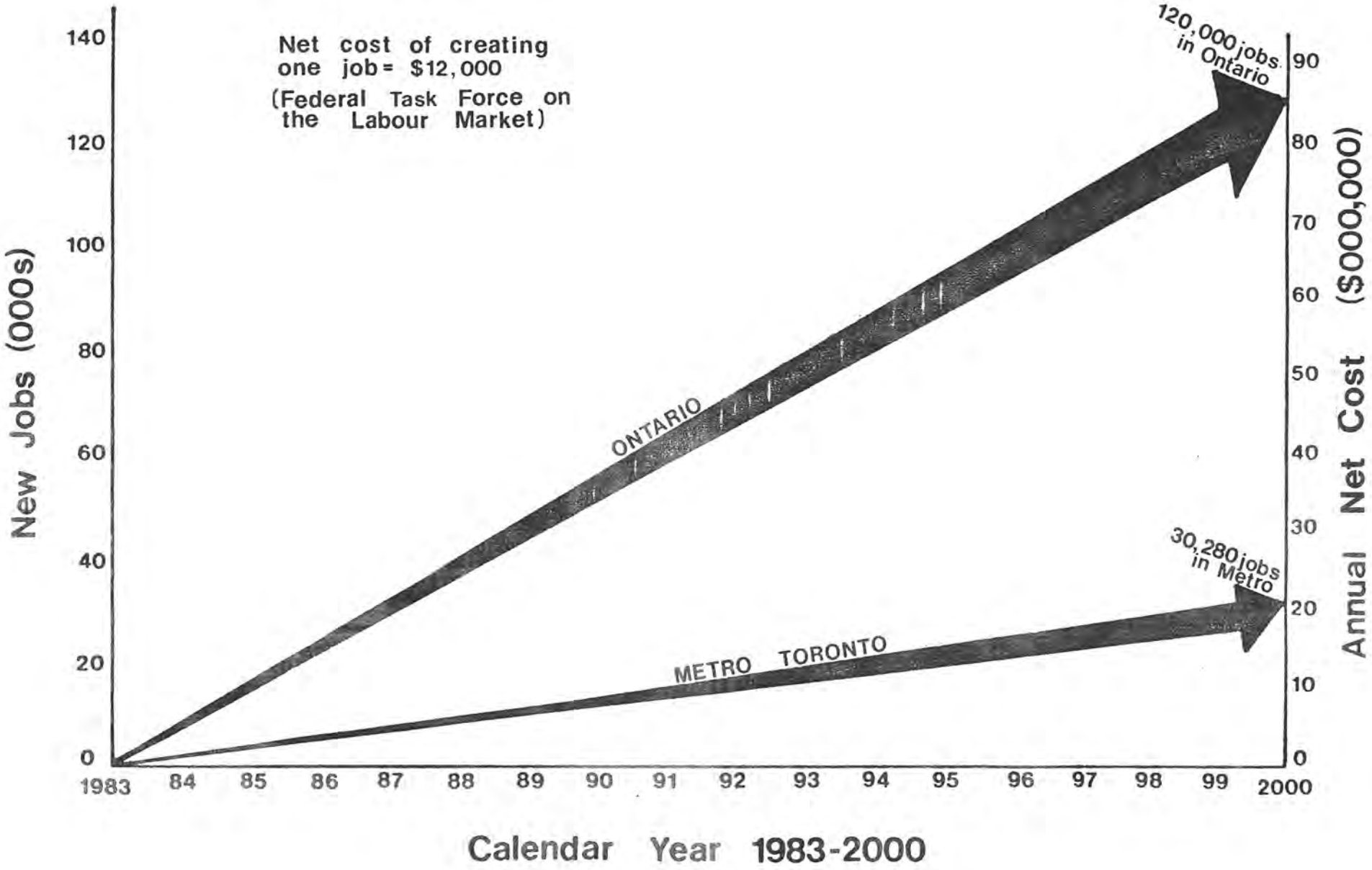


ILLUSTRATION 27

ESTIMATED GROSS GENERAL REVENUE AS A PERCENTAGE OF GROSS DOMESTIC PRODUCT AND PROVINCIAL PERSONAL INCOME

1979-80

	Gross Domestic Product ($000,000's)	Gross General Revenue %	(Rank)	Provincial Personal Income ($000,000's)	Gross General Revenue %	(Rank)
British Columbia	32,583.8	15.9%	(9)	25,240	20.5%	(9)
Alberta	33,873.7	22.2	(6)	19,551	38.5	(3)
Saskatchewan	11,082.2	20.1	(7)	7,993	27.9	(6)
Manitoba	10,248.2	19.1	(8)	8,460	23.1	(8)
Quebec	62,129.3	25.0	(5)	52,412	29.6	(5)
New Brunswick	4,910.8	29.7	(3)	4,537	32.2	(4)
Nova Scotia	6,251.5	25.9	(4)	6,011	27.0	(7)
PEI	709.4	40.6	(1)	745	38.7	(2)
Newfoundland	3,561.2	37.1	(2)	3,365	39.3	(1)
9-Provinces Outside Ontario	165,350.4	22.4%		128,314	28.9%	
Ontario	101,593.6	14.4	(10)	81,698	17.9	(10)
Canada	266,944.0	19.4%		210,012	24.6%	

Source: Statistics Canada

(Reproduced from O.C.U.A. Brief, Once More, With Feeling, March, 1982, Table 4-1, p.43.)

of Ontario is raising and spending a smaller share of its provincial resources than any other provincial government in the country."[11]

The Task Force contends that "not-for-profit" employment is the most tax-efficient use of public benefits to people. Not-for-profit employment is a neglected part of discussions on economic renewal in Ontario and Canada. It is increasingly evident that new investments in high technology and industrial capacity will not provide all the jobs needed for unemployed people in Canada. A public commitment to productive forms of service employment is a necessary part of any serious strategy for economic renewal.

At present, political leaders in Ontario and Canada would have us believe that current economic conditions are not unique to Canada, and that little can be done at this time to reduce devastating levels of unemployment. But that is a political choice that governments in Ontario and Canada have made. A country such as Sweden, facing similar sets of economic conditions, has responded differently. While governments in Canada were reducing public spending from 1976-82, Swedish authorities increased community and public sector employment by 25% in this period, creating 258,000 new jobs.[12] Today the Swedish unemployment rate is 3%; unemployment in Canada is 13%.

Finally, a locally based economic development and employment strategy would also produce secondary economic benefits. As well as relieving local unemployment, direct employment programs will stimulate additional consumer demand to the benefit of local business. Since wages to employees are relatively low (and would remain at the low end of the wage range even if made more fair) the inflationary impact would be minimized. For the same reason, the propensity of this community labour force to spend would be high so that the overall economic impact on the local community would be significant.

Clearly, a planned and systematic long-term development strategy through community economic development corporations holds the most promise for

11 Council of Ontario Universities' Committee on Operating Grants, Once More, With Feeling, Toronto, March, 1982, p. 42.

12 Swedish Institute, Current Sweden, No. 299, January, 1982, p. 3.

building vital and healthy local economies.[13] Support and encouragement to local citizens and neighbourhood organizations to engage in this kind of social and economic planning should be available. Regardless, however, of the interest and participation in broader community economic development efforts, the creation of permanent employment in the not-for-profit neighbourhood sector should be recognized for its potential contribution to locally based economic renewal.

13 The Federal Task Force on Labour Market Development favoured in its Report the long-term development potential of community-based corporations with both private and public dimensions, p. 151.

CHAPTER 6

STABLE FUNDING FOR THE GROUND LEVEL

"The goal of a cohesive society with autonomous effective individuals cannot be obtained by government doing less but by its doing some things in different ways.... Neighbourhood centering recognizes the importance of outside governmental resources to achieve neighbourhood goals of employment and adequate services."

- S.M. Miller, Social Policy, Special issue on Neighbourhoods (September/October, 1979).

6.1 Public Policy Framework

Public policy must recognize the value of the Ground Level of social support to community life. Existing legislative provision, categorical funding channels, and centralized discretionary grant systems do not currently afford this recognition. There are six key principles which should constitute the framework for a positive public policy related to local initiatives in the human services system:

- Public responsibility
- Local autonomy
- Stability
- Equitability
- Flexibility
- Comprehensibility

The first two principles, public responsibility and local autonomy, are distinct but closely

related. They incorporate mandate, decisionmaking and structural considerations. Stability and equitability define the prime objectives of public funding for essential services. Flexibility and comprehensibility relate to the established practices or procedures by which the objectives are met.[1]

6.1.1 Structure: Public Responsibility and Local Autonomy. Democratically constituted public authorities are responsible for the establishment and maintenance of a comprehensive system of human services to meet the needs of their citizens. This responsibility includes definition of policy and implementation of funding mechanisms which encompass essential voluntary support initiatives at the neighbourhood level.

The prime role in this regard lies with the Provincial Government which is jurisdictionally responsible for human services and which distributes revenue received from taxation and other sources for the betterment of our health, education and general welfare. Most survey respondents (52%) were of the opinion that the Province should also assume the major core funding responsibility for neighbourhood support programs (Illustration 28).

ILLUSTRATION 28

PREFERRED SOURCE OF CORE FUNDING

Jurisdiction	No.*	Proportion of All Respondents (N=95)
Provincial Government	49	52%
Local Municipality	28	29%
Metro Government	20	21%
United Way	14	15%
Federal Government	13	14%
Other**	11	12%
No Response	18	19%

* Many indicated more than one jurisdiction.

** Included general community, community agencies, and local boards of education

1 Reference here is given to the Report of the Provincial-Municipal Grants Reform Committee which articulated many of these principles in 1977. We have adapted some of the Committee's work but must acknowledge the assistance of its very comprehensive report on the failings of Ontario's conditional public granting system.

It is also critical that public policy related to Ground Level supports carefully respect local autonomy. Fifty percent of the survey respondents saw a major role for municipal participation in core funding (Illustration 28). The commonly stated rationale was that local, neighbourhood programs should be recognized and supported by the closest, most community-oriented level of government.

Equally important to a municipal share in core funding for neighbourhood supports is how and where program assessment and decision-making occur. Local and metropolitan municipalities are responsible for most of the essential physical and protective services which people depend on daily (e.g., water, roads, sanitation facilities, transportation, public health and public services). Municipalities use their own revenue for these services but also decide how to spend monies received specifically for these uses from the provincial government. Similarly, public policy related to Ground Level support should provide access to adequate funding from larger revenue sources (i.e., Provincial Treasury) but permit decisions on the expenditure of those funds within the community to rest with local authorities. In this way local interests, needs, and conditions are more likely to be accommodated.

6.1.2 Stability and Equitability. It is critical that public policy provide ongoing, stable funding for the basic core operational requirements of neighbourhood support programs. Only this guarantee will truly validate them as essential services and assure communities that an acceptable basic level of support will always be available.

Fair and equitable resource distribution to local communities is also a critical objective. Monies should not be granted according to the political priorities of the day or rigid qualifying procedures which give more established organizations extra advantage. Distribution on a per capita basis within a set of clear, public guidelines guarantees fairness and equitability.

Disparities inevitably exist across large urban and suburban areas. Therefore, available resources should also be distributed with some attention to the reduction of these disparities. In Metro Toronto, local initiatives in suburban communities need assurance that a greater share of developmental

and sustaining funds will be available to neighbourhood groups than has been the case in the past.

6.1.3 Procedures: Flexibility and Comprehensibility. Funding provisions to neighbourhood groups should encourage local innovation and variety in form rather than limit potential creativity through the application of rigid, categorical criteria. Given the multi-purpose character of neighbourhood support groups and the breadth of their activities in the community, flexible funding provisions are necessary.

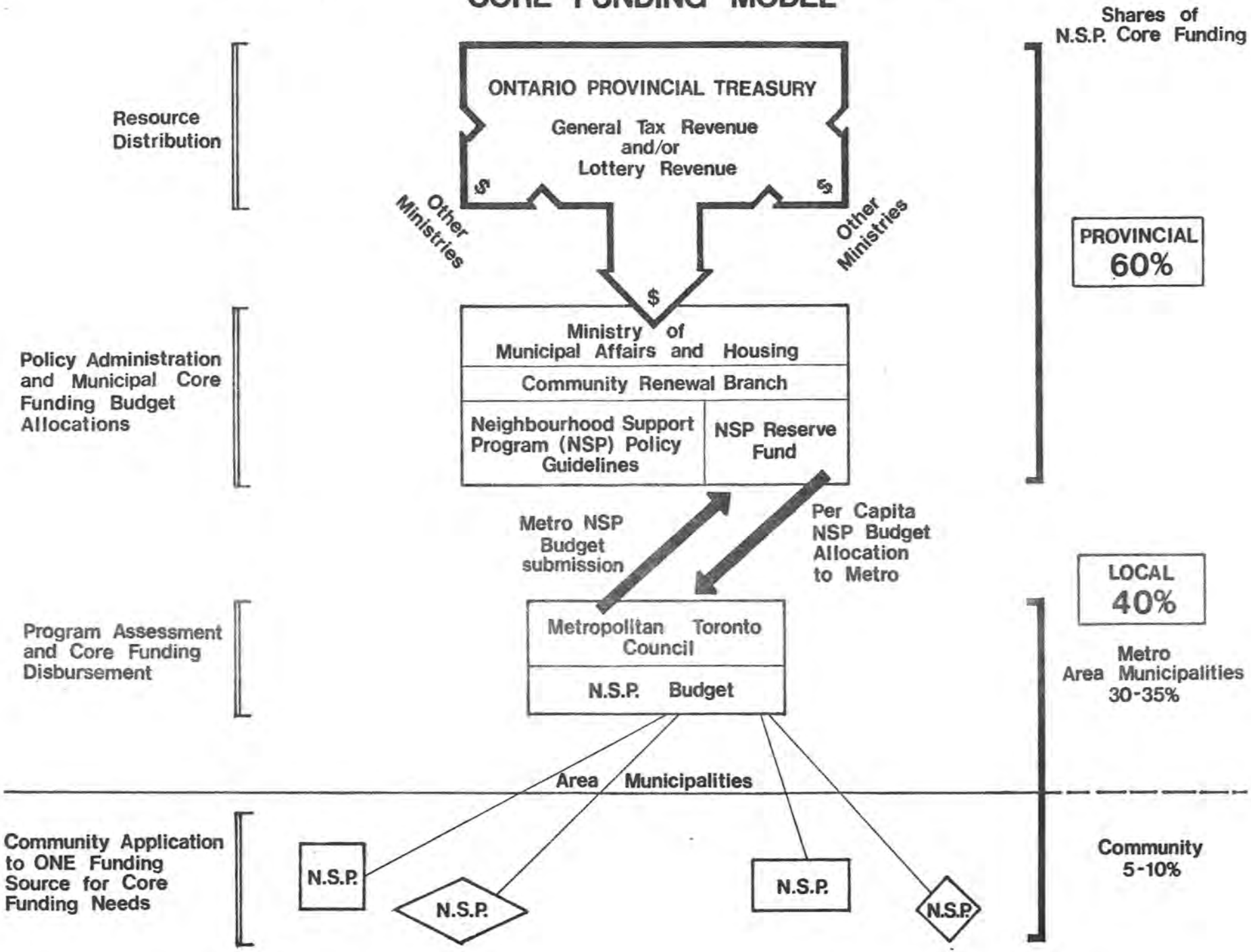
It is also important that local groups not encounter mystifying procedures, confusing application forms, and bureaucratic practices in their search for resources. Public policy must be clear and coherent in its intent and purposes. The structures, processes and mechanisms which it establishes should be internally consistent and easy to understand. Funding procedures for neighbourhood support programs should be as free of administrative complication as possible.

6.2 A Neighbourhood Support Policy and Funding Program

A funding policy which incorporates the six principles outlined in section 6.1 will begin to redress the present imbalance in stable resource allocation within the three-tiered human services system. Illustration 29 graphically presents a proposed provincial-municipal policy initiative in support of neighbourhood programs. The major elements of this policy would include:

- Provincial Policy and Administration. The Provincial Government would assign responsibility for development and implementation of a Neighbourhood Support Program (NSP) to the Ministry of Municipal Affairs and Housing. It would designate the Community Renewal Branch of the Ministry to hold an NSP Reserve Fund. The Community Renewal Branch would not assess and grant operating funds to neighbourhood groups on a program-by-program basis. Rather, it would administer provincial policy and allocate core funding budgets to municipal

ILL. 29: NEIGHBOURHOOD SUPPORT PROGRAM CORE FUNDING MODEL



councils which could substantiate that they were committed in policy to the use of these monies for the development and sustenance of local voluntary social supports.

- Core Funding. The NSP would be established for the purpose of creating a source of secure funding for the basic operational budgetary requirements of neighbourhood support programs. (Appendix E contains a sample budget breakdown of basic operational items for a new or small program.) Program funding through other line Ministries would remain open and available to neighbourhood support programs.

- Per Capita Allocations. The allocation for neighbourhood support core funding requirements would be based on a $10.00 per capita rate for all Ontario municipalities.

- Provincial Share. The Community Renewal Branch would hold the provincial share of core funding monies in the NSP Reserve fund at the rate of $6.00 per capita (60% of core funding budgetary needs of neighbourhood support programs). Therefore, the maximum provincial share held in reserve for Metropolitan Toronto based on 1981 census population figures would total $12,824,370.

- Local Share. Forty percent (a maximum of $4.00 per capita) of core funding needs would be met locally. For Metropolitan Toronto, this would amount to a maximum local share of $8,549,580 to bring the total maximum annual core funding figure to $21,373,950 for neighbourhood support programs. Metro Toronto and Area Municipal Councils may negotiate different arrangements for the responsibility of this 40% local share but a minimal portion should derive from local voluntary sources.

- Community Commitment. At least 5% and no more than 10% of the core funding needs of neighbourhood supports should be raised from non-governmental sources. Neighbourhood support programs applying for core funding would have to demonstrate in advance that they had this kind of community commitment. This minimal amount might derive from the United Way, churches, local service clubs and/or local fund raising

efforts. In kind contributions such as free rent or equipment would also count towards this 5-10% community portion.

- Policy Guidelines. Release of the provincial share of NSP core funding would be contingent upon conformity of municipal core funding granting criteria to provincial policy guidelines for the funding of neighbourhood support programs (see Appendix F for a proposed outline for provincial guidelines).

- Local Disbursement. The responsibility for assessment and disbursement of core funding on a program-by-program basis would rest with the municipal authorities. The role of Area Municipalities versus Metropolitan/Regional Governments may vary depending on mutually satisfactory arrangements which would be negotiated. Some Area Municipalities may prefer that Metro Toronto handle the NSP while others may prefer to assume this responsibility themselves. However local administration is resolved, in the end neighbourhood support programs in any community would have one identifiable community source for solicitation of basic operational funding.

- Evaluation. Accountability for use of public funds in an effective and efficient manner must be perceived differently for public core funding to neighbourhood support programs than for program funding to social services. Expectations for certain standards in annual financial reporting may be similar. But the use of core funding to maintain a basic operational capability in the community is not fairly or appropriately measured by the "number of clients served", etc. It is more compatible with the nature of neighbourhood support programs that community development as permitted by the security of a core funding base be documented over time (i.e., qualitative and quantitative description of the kinds of formal and informal activities which the stable local program has initiated or supported in the community). The most important and relevant component of any evaluation of these programs is their value to the people who use them for support as well as to local volunteers and residents. In this regard, neighbourhood

support programs seeking core funding through the NSP should include a self-evaluative plan in their application which is appropriate to the role and function which they perform in their particular communities.

- Safeguards. The danger under any proposed model recommending shifting responsibilities and resources is that other parts of the granting system will see an opportunity to reduce their commitments. Implementation of a core funding model should not jeopardize operational or program commitments which other Ministries may have with individual programs; nor should it result in a reduction of funding to other social service programs. Transfer to the NSP under Municipal Affairs and Housing from another Ministry for operational support should not cause a neighbourhood support program to receive reduced financial support. Furthermore, programs or project funding through any Ministry should provide a fair amount (15%) for the additional overhead and administrative costs associated with the management of those programs.

6.2.1 Location of Policy Responsibility. Categoric or "client-targeted" program funding is incongruent with the purpose and function of neighbourhood support programs. Yet, current program Funding sources through line Ministries, especially the Ministry of Community and Social Services, are categoric or for specialized purposes. While suitable to the needs of specialized agencies and institutions on the Second and Third Levels of the human services system, this funding pattern frustrates and limits Ground Level efforts.

Since neighbourhood support programs respond to the broad daily living needs of a wide range of people in our communities, policy definition and basic operational support should rest with a Ministry not bound by specialized service mandates. Placing this responsibility in the Ministry of Municipal Affairs and Housing is compatible with the needs of Ground Level supports for at least three reasons:

- First, the Housing Ministry's mandate is generic rather than specialized in the sense that it centres on the living needs of all people in our communities. Presently, it is

limited to housing stock needs and physical environmental concerns. Broadening the Housing mandate to include Ground Level social supports for community life would complement its present responsibilities.

- Secondly, it is consistent with the principle of local autonomy that policy and funding come through the Ministry which deals most directly with municipal authorities.

- Thirdly, this arrangement would rationalize the funding role of the Ministry of Community and Social Services and other categoric funding Ministries vis-a-vis neighbourhood support programs. That is, neighbourhood groups could also be fairly considered for categoric funding for specific programs by Community and Social Services and other Ministries and this categoric funding should include an appropriate percentage for additional overhead costs. On these terms, other Ministries would be able to fund specific local programs without contravening their program funding criteria by assuming ongoing basic operational funding obligations of local support groups. That ongoing, core funding responsibility would rest with Municipal Affairs and Housing.

Municipal Affairs and Housing is also more appropriate in terms of its established relationships with local authorities. In fact, under the Ministry's Community Renewal Branch the Neighbourhood Improvement Program (NIP) offers a useful precedent and guiding model for the proposed Neighbourhood Support Program. Originally a combined federal-provincial-municipal program started in 1974, NIP was continued by the Ontario Government in 1981 as a shared provincial-municipal effort known as the Ontario Neighbourhood Improvement Program (ONIP). The thrust of both programs has been to improve the physical living conditions in residential neighbourhoods. One specific ONIP program objective states:

> To assist municipalities in improving municipal services, public utilities and social and recreational facilities in eligible residential neighbourhoods.[2]

2 Community Renewal Branch, Ontario Neighbourhood Improvement Program: Program Administration Outline. Ministry of Municipal Affairs and Housing, August, 1981, p. 3.

ONIP integrates provincial and municipal policy on physical property standards in the community. Municipal qualification for ONIP funding remains dependent upon municipal conformity with provincial property standards as stipulated in Section 43 of The Planning Act. In 1984 ONIP aid will broaden this requirement to make funds approval contingent upon development of a comprehensive municipal improvement strategy.

These provisions for physical improvement in communities parallel the nature of our proposal for a provincial-municipal Neighbourhood Support Program. The NSP offers opportunity to extend the neighbourhood improvement policy further. Up to June, 1981 about one-half of the $137,000,000 spent in Ontario through NIP was for social and recreational amenities in local neighbourhoods (i.e., playgrounds, tot lots, parks, community centres, and youth centres).[3] Thus NIP recognized the value to neighbourhood life of physical conditions conducive to social interaction. The extension of that recognition to the community's social support requirements is a critical next step in the evolution of government policy. Upon until now, ONIP has not provided ongoing operating funds for any community facilities for which it was used.

Finally, NIP and ONIP have served the secondary benefit of stimulating job creation in participating municipalities, particularly in the construction industry. Construction jobs, though important, are short-term. The NSP offers an opportunity to create more permanent employment, much of it potentially centred in the same communities and facilities constructed through NIP and ONIP.

The Task Force is not suggesting that ONIP should be discontinued or converted into the Neighbourhood Support Program. Improvement of the physical conditions in our nieghbourhoods remains important. However, the underlying principles and rationale for ONIP are consistent with the proposed NSP. Extension of aid via the NSP to the Ground Level of social support in our communities would complement the past investment in improvement of the physical living environment. Moreover, the relevance of both programs to the conditions of everyday

3 Project Planning Branch, Neighbourhood Improvement Program: An Evaluation. Summary Report. Ontario Ministry of Municipal Affairs and Housing, June, 1981, p. 1.

neighbourhood life argues compellingly for locating policy responsibility for both in Municipal Affairs and Housing and for broadening the mandate of the Community Renewal Branch within that Ministry.

In terms of funding for a new program, it is worth noting that the Community Renewal Branch has underspent its budgetary appropriation by $40,000,000 since 1974.[4] This suggests room for start up of the Neighbourhood Support Program. Over the long run, however, more substantial allocations will be required.

6.2.2 Possible Sources of Funds. Allocations of NSP funds to local neighbourhood support programs would be on a shared per capita basis with $6.00 coming from the Province and $4.00 from the local level. Per capita transfers from the Provincial Consolidated Revenue Fund for essential municipal services are not unusual. Municipalities receive general per capita grants of $11.00 for their unconditional use; the library per capita currently stands at $2.15 in Southern Ontario and $2.20 in Northern Ontario; the Province transfers $17.00 per capita to municipalities with regional or metropolitan police services.[5]

Allocation of tax revenue to the NSP Reserve Fund for transfer to municipalities can be justified on the same basis as for other essential services. The recommended $6.00 per capita provincial contribution compares favourably with per capital rates for other local services. It is less than the $9.30 provincial expenditure per resident since NIP was instituted.[6]

It is preferable to use general tax revenue to fund essential services. In times of economic recession, however, when governments resist new spending obligations, even for the most essential services, other revenue sources merit consideration. One such source in Ontario is the Provincial Government's lottery revenue.

Since the introduction of Government lotteries in 1975, the Province has raised over $510,000,000.[7]

4 Ontario Public Accounts, 1974 - 1982.

5 Report of the Provincial-Municipal Grants Reform Committee (Ontario), 1975.
The Ontario Unconditional Grants Act, 1975.

6 Project Planning Branch, Summary Report, p. 1.

7 Ontario Public Accounts, 1975 - 1982.

ILLUSTRATION 30

ALLOCATION OF ONTARIO LOTTERY REVENUES, 1975-1982
($000s)

Year	Ministries								
	Culture and Recreation *	Labour	Environment	Agriculture and Food	Natural Resources	Health	Community and Social Services	Secretariat for Justice	Totals
1975-76	$ 3,428.7	-	-	-	-	-	-	-	$ 3,428.7
1976-77	33,346.0	-	-	-	-	-	-	-	33,346.0
1977-78	62,344.8	$ 999.1	$ 708.4	-	-	$ 6,000.0	-	-	70,052.3
1978-79	69,120.1	1,500.0	1,911.4	-	-	7,998.4	-	-	80,529.9
1979-80	C 45,912.2 NC 16,281.8	3,000.0	2,628.3	800.0	691.1	2,500.0	500.0	255.0	72,568.4
1980-81	C 45,960.0 NC 12,654.4	1,628.9	1,799.8	1,256.0	1,454.3	36,918.8	995.7	540.0	103,207.9
1981-82	C 57,069.0 NC 13,173.8	994.4	899.9	1,691.3	2,091.6	36,200.0	1,249.4	290.0	113,659.4
Apr.-Oct. 1982	C 25,894.1 NC 7,839.2	Not Available	NA	NA	NA	NA	NA	NA	33,733.3
TOTALS	$393,024.1	$8,122.4	$ 7,947.8	$3,747.3	$4,237.0	$89,617.2	$2,745.1	$1,085.0	$510,529.9

(Source: Ontario Public Accounts, 1975-1982
Grants Administration Branch, Ontario Ministry of Citizenship and Culture)

* The two parts of this Ministry became realigned into the Ministry of Citizenship and Culture and the Ministry of Tourism and Recreation in March 1982.

C - Capital Grants
NC - Non-Capital Grants

The greatest part of lottery monies have been allocated to the Ministry of Culture and Recreation, now realigned into the Ministry of Citizenship and Culture and the Ministry of Tourism and Recreation (Illustration 30). Citizenship and Culture currently administers grants in 22 separate categories within five program areas encompassing arts, culture and libraries, all with varying criteria and levels of support (none provide 100% funding) and all for short-term projects.

Although the Province has stated that it will not use lottery monies for essential services, there are precedents for so doing.[8] Almost $90,000,000 in lottery funds have been used for hospital and health services which are certainly considered essential (Illustration 30). Super-loto was designed to raise revenue for this purpose. As well, many community groups have secured Wintario money for capital and non-capital projects related to essential supports in their communities. Between 1978 and 1982 several millions of dollars have been used for construction and renovations in branches of the YMCA, YMHA, ethnic support groups, numerous community centres and settlement houses.[9]

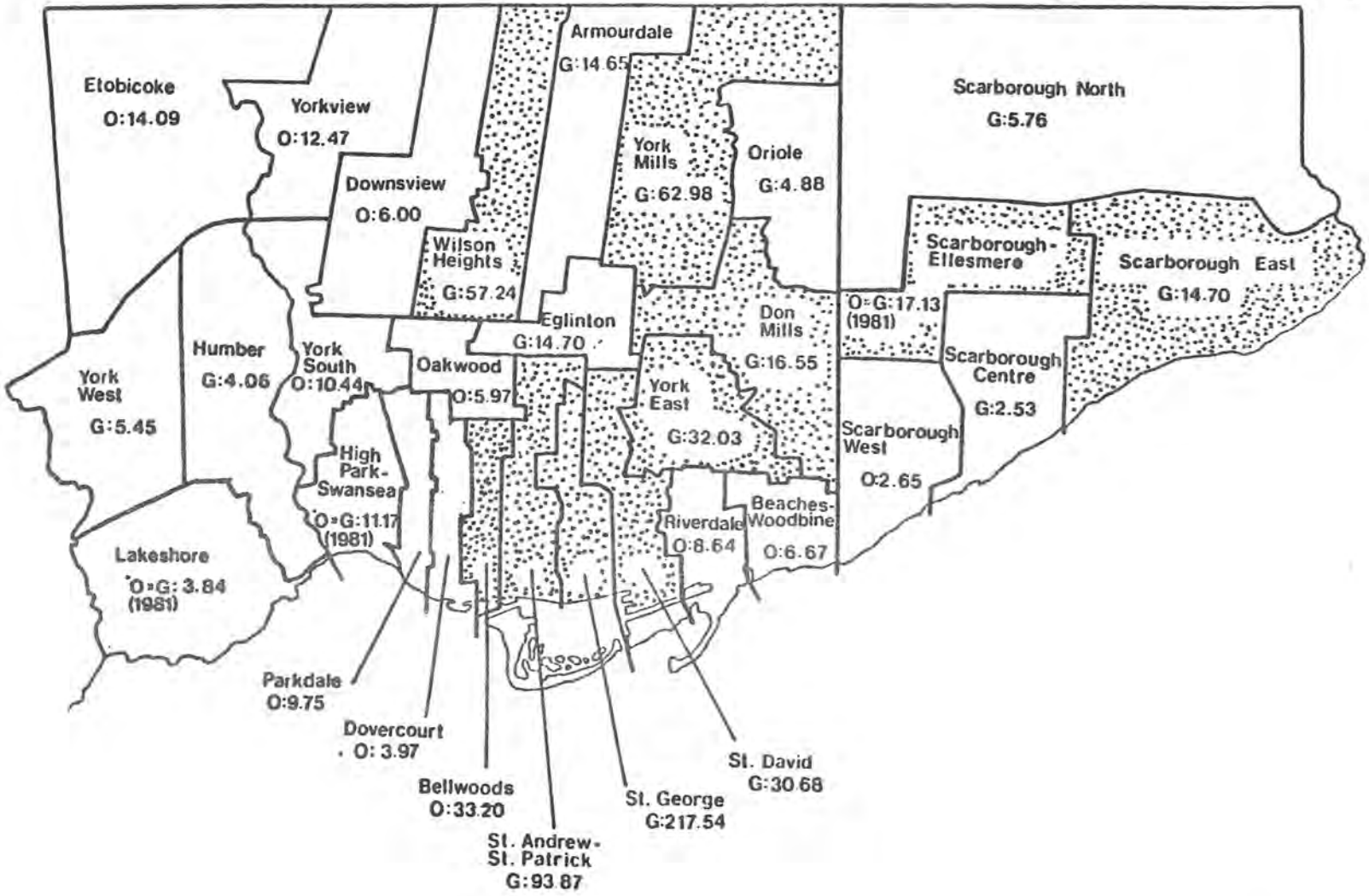
Current disbursement of lottery grants run counter to the principle of equitability. Illustration 31 shows the per capita disbribution of Wintario and Lottario grants through the Ministry of Citizenship and Culture since 1978. The shaded areas highlight those electoral districts which fall in the top third on a per capita basis in receipts from lottery expenditures from 1978 to the fall of 1982. It is clear that communities in the central urban core in particular have benefitted highly disproportionate to their population base, even when major provincial-regional capital projects (e.g., Roy Thomson Hall, Royal Ontario Museum, Art Gallery of Ontario) and non-capital grants to national and provincial organizations located centrally are not included in the per capital calculations.

While it may be argued that Wintario grants are there for communites with initiative in soliciting

8 "Trillium Foundation is Announced by Minister of Tourism and Recreation Reuben Baetz", Ministry of Tourism and Recreation, News Release, September 17, 1982.

9 Grants Administration Branch, Ontario Ministry of Citizenship and Culture.

ILL. 31: PER CAPITA EXPENDITURES OF WINTARIO GRANTS 1978-1982 BY PROVINCIAL ELECTORAL DISTRICTS IN METRO TORONTO



LEGEND

TOP 10 RIDINGS IN EXPENDITURES PER CAPITA (OUT OF 29 RIDINGS IN METRO)

G: $	Government held ridings (18): per capita expenditures in dollars
O: $	Opposition ridings (11): per capita expenditures in dollars
O=G (1981)	Ridings previously held by the Opposition parties prior to 1981 elections but are now held by the Government

See Appendix E For List of Members of Provincial Parliament

AVERAGE PER CAPITA EXPENDITURES

METRO TORONTO	$24.09
GOVERNMENTAL RIDINGS	$31.30
OPPOSITION RIDINGS	$10.35

"Excludes Wintario grants of a Provincial Regional nature (ie. not of strictly local or community benefit) totalling $34,175,585.

Sources: Government of Ontario, Chief Electoral Office; Ontario Ministry of Citizenship and Culture, Grants Administration Branch

them, this distribution pattern indicates that many suburban communities with a less well established voluntary organizational base are at some disadvantage in seeking these funds. Since Wintario grants provide only short-term project money and no administrative or basic operational costs, underdeveloped social support programs in suburban communities are not benefitting equitably from provincial lottery proceeds.

The distribution pattern for lottery revenue across Metro Toronto also suggests that the current administration of Wintario funds could leave itself open to charges of political bias. All but one of the electoral districts with a per capita rate in the top third are held by Government members (Illustration 31). Six of the top nine electoral districts are served by Ontario cabinet ministers; two by parliamentary assistants; one by an opposition member. At $31.30 the average per capita receipt for Government ridings between 1978 and 1982 was more than twice the per capita rate for ridings held by the Opposition parties. Administration of a portion of the lottery revenue through the proposed NSP would de-politicize the allocation of these funds and lead to fair and equitable distribution based on a municipal per capita rate.

Lottery funds are another form of tax revenue for Government's use in the best interests of its people. They are not dissimilar to revenue raised from the tobacco, liquor and race tracks taxes which, combined, raised over $650,000,000 for the Consolidated Revenue Fund in 1982 (compared to lottery revenue of $133,659,400).[10] A Gullup poll published by the Ontario Lottery Corporation revealed that 86.7% of Ontario households purchased Wintario tickets in 1977.[11] Gross sales of the Ontario Lottery Corporation in 1980-81 amounted to $490,333,000, a contribution of $57.50 for every person living in Ontario (and an approximate total of $122,000,000 drawn from communities in Metropolitan Toronto).[12] It is valid to consider a more equitable use of a portion of this revenue, raised via thousands of ticket purchasers in local community stores, for the development and maintenance of a solid base of essential services in these same communities.

10 Ontario Public Accounts, 1982.

11 Ontario Lottery Corporation, Annual Report, 1977 - 1978, p. 15. In December, 1982 officials with the Ontario Lottery Corporation said no more recent market surveys were available.

12 Ontario Lottery Corporation, Annual Report, 1980 - 1981, p. 10.

6.2.3 Municipal Participation. Given the nature of neighbourhood support programs, the proposed NSP would necessarily be a joint provincial-municipal effort. Ultimate policy development and implementation rests with the Province in order to identify one core funding source and to gain access to adequate levels of funding. Municipal participation will also bear local implications for policy development and for commitments of financial resources.

The Task Force recommends that municipal councils be required to submit explicit policy commitments for funding neighbourhood support programs to the NSP in order to release the per capita core funding budget held in the NSP Reserve Fund. These criteria would have to fall within general provincial NSP policy guidelines to assure release of budgetary allocations. Once budgets were released, municipal authorities would be responsible for disbursement of funds on a program-by-program basis.

Local preferences may vary as to whether Metropolitan/Regional or Area Municipal Councils should be responsible for program-by-program assessment and disbursement of NSP funds to local support groups. Some Area Municipalities have more established practices and mechanisms for supporting local initiatives (e.g., City of Toronto through its Neighbourhoods Committee). The NSP model should not jeopardize local support patterns and mechanisms which are in place and work well.

Mutually satisfactory arrangements should be negotiated between Metro Toronto and each of its Area Municipalities and similarly between any Regional Municipality and its constituent councils. These negotiations should encompass not only which level of local government would administer the NSP (i.e., program assessment and fund disbursement) but should also determine the appropriate Metropolitan/Regional - Area Municipal split for the 30-35% local share. For example, some Area Municipalities may be willing, given their previous level of funding involvement, to contribute 15% while the Metropolitan or Regional levels covers 20% of core funding budget needs. In other cases, the Area Municipality may prefer to participate in the 5-10% portion identified as derived from community sources (Illustration 29).

Differential tax bases across Area Municipalities will frequently necessitate a larger Metropolitan/Regional contributions to the local share in most cases for reasons of equitability. Basically, however, the active participation of municipal authorities recommended in this core funding model fulfills the principle of local autonomy.

6.2.4 Community Commitment. Local communities would be expected in the NSP scheme to demonstrate some, although minimal, contribution towards the basic operational requirements of their own neighbourhood support programs. The Task Force recommends that at least 5% and no more than 10% of the core funding budget be raised locally from the United Way and other private community sources. The actual proportion will depend on the outcome of negotiations between Metropolitan/Regional and Area Municipal authorities on the proportionate public responsibility for the local share.

Larger, more established programs generally have a funding base which should adequately meet the 5-10% requirement. For smaller programs (e.g., $50,000 total core budget), the 90-95% funding available from the provincial and local authorities would be a powerful incentive to local community funders such as churches and service clubs as well as the United Way. As well, local groups should be able to claim contribution in kind towards their operational costs (e.g., free or reduced rent, donated office furniture and equipment, materials, etc.). Sixty-five per cent of survey respondents reported that they already had free or subsidized rental arrangements in their communities.

6.2.5 Implications for the United Way. United Way currently provides core funding for its member agencies. In recent years, however, annual increases below the rate of rising costs have caused even more established member agencies to lose ground in covering basic operational costs with United Way revenue.

The proposed Neighbourhood Support Program would provide relief to United Way member agencies which would qualify as neighbourhood support programs. Freed from the core funding obligations for its member agencies which are bona fide neighbourhood support programs (e.g., settlement houses), the United Way would have more flexibility than it now enjoys in the use of its voluntary dollars.

While ultimately the United Way must decide the basis for its own allocations policy, the Task Force recommends that a significant portion of any additional discretionary funds resulting from the implementation of the NSP be used to contribute to the 5-10% community portion of core funding for local programs.

It is important that the United Way be identified strongly with local support programs, since it appeals annually for donations from the communities where these programs are based. The United Way could create these bonds and broaden its membership base across many communities by contributing five or six percent towards the core funding needs of local support programs.

6.3 Policy Recommendations

On the basis of its findings and analysis, the Joint Task Force on Neighbourhood Support Services recommends:

1. That the Provincial Government and Councils of Metropolitan Toronto and its six Area Municipalities recognize neighbourhood support programs as essential services providing a primary base of support to the daily living needs of people in their communities.

2. That the Provincial Government establish in 1983-84 a Neighbourhood Support Program within the Community Renewal Branch of the Ministry of Municipal Affairs and Housing and that the Community Renewal Branch be directed:

   (a) to develop general policy guidelines and criteria for the support of neighbourhood support programs in local communities;

   (b) to hold a provincial NSP Reserve Fund for core funding budget allocations to municipalities which apply for NSP funding in conformity with the policy guidelines;

   (c) to review annually municipal submissions for core funding budgets for neighbourhood support programs; and

   (d) to allocate core funding budgets to qualifying municipalities at the rate of $6.00 per capita for the municipal population.

3. a) That the policy guidelines establish a 60-40 provincial-local cost-sharing formula for core funding to neighbourhood support programs; and

   b) That the local community's share of between five and ten percent be recognized in dollars or in kind from the United Way, and/or other private local funding sources.

4. That the United Way commit itself in 1983 to meet at least 5% of the core funding budgetary requirements of neighbourhood support programs in Metro Toronto.

5. That the policy guidelines and per capita provisions permit municipalities the flexibility to reduce resource and program development disparities across the residential communities within their jurisdiction.

6. a) That the adoption and implementation of the NSP model not jeopardize the current secure core funding arrangements which certain local programs may have with specific provincial line Ministries; and

   b) That program funding to local voluntary support programs through line Ministries and municipal funding programs include at least a 15% administrative component to cover the overhead charges associated directly with the funded program.

7. That in 1983 the Metropolitan Toronto Council:

   (a) endorse the findings and recommendations of the Joint Task Force;

   (b) establish a process for the development of flexible and equitable criteria for core funding of neighbourhood support programs;

   (c) include provision for the development of neighbourhood supports in suburban areas as a priority for the 1980s; and

   (d) increase its Developmental Grants budget to $300,000 to provide seed funding for local groups which require preparation and assistance to achieve ongoing core funding as a neighbourhood support program.

8. That in 1983 each of the Area Municipal Councils:

   (a) endorse the findings and recommendations of the Joint Task Force; and

   (b) work together with the Metro Toronto Council to establish a process for the development of flexible and equitable criteria for core funding of neighbourhood support programs.

6.4 Implementation Recommendations

In order to implement this core funding proposal the Joint Task Force recommends:

1. That the work of the Joint Task Force be extended from July 1, 1983 to March, 1984 to pursue the implementation of the Report's recommendations.

2. That the Joint Task Force ask Metro Toronto to initiate a meeting of the Area Municipalities to determine a fair Metro-Area Municipality division of the local share in the proposed matching formula in recognition of the differential assessment bases of Metro's Area Municipalities.

3. That the Joint Task Force invite neighbourhood support programs and voluntary planning bodies from outside of Metro Toronto to form a Founding Committee for the development of a province-wide association of neighbourhood support programs.

4. a) That the proposed Founding Committee hold a province-wide conference in February, 1984 to form a provincial association of neighbourhood support programs; and

   b) That the Founding Committee develop an Ontario-wide campaign to secure NSP funding from the Province.

APPENDIX A

Etobicoke Social Development Council
Human Services of Scarborough
North York Inter-Agency Council

Toronto Association of Neighbourhood Services
Social Planning Council of Metropolitan Toronto

THE JOINT TASK FORCE ON NEIGHBOURHOOD SUPPORT SERVICES

OUR PURPOSE

The Joint Task Force on Neighbourhood Support Services was established in June, 1982 to document and promote the funding needs of neighbourhood support services in the suburbs and across Metro. The Task Force has received United Way funding and is a joint effort of the Etobicoke Social Development Council, Human Services of Scarborough, North York Inter-Agency Council, Social Planning Council of Metropolitan Toronto, and Toronto Association of Neighbourhood Services. Its members also include representatives from the York Inter-Agency Network, the East York Inter-Agency Committee, the United Way, the Council of Catholic Charities, the Toronto Jewish Congress, and Metro Community Services Department. It is proposed that one representative be added from a neighourhood support service from each of Metro's six municipalities.

The work of the Task Force is to:

- document the current crisis in secure funding for neigbourhood support services;
- identify additional program and organizational problems encountered by neighbourhood support services;
- define the concept of neighbourhood support services;
- produce an advocacy report by March 31, 1983, which will recommend new public funding arrangements to sustain neighbourhood support programs;

- convene a major community conference in late April or early May, 1983 to disseminate the report's findings and mobilize community support;

- coordinate and support, through deputations and submissions, active lobbying for the implementation of new funding arrangements.

APPENDIX B

LIST OF SURVEY RESPONDENTS

Borough of East York

East York Multicultural and Race Relations Committee
East York Women's Centre
Neighbourhood Information Centre Inc.
Thorncliffe Information Post
Working English

Borough of Etobicoke

Braeburn Neighbourhood Place
Care-Ring Etobicoke Centre
Care-Ring for Rexdale
Etobicoke Family Life Education Council
Friends and Advocates Centre
Humber Area Residential Placement House
Interval Community Day Program
Lakeshore Area Multi-Service Project Inc.
Lakeshore Parent/Child Centre
Lakeshore Tenants and Community Organization
North Albion Community Program
Opportunity for Advancement
Rexdale Community Information Directory
Rexdale Home Care and Support Services
Storefront Humber Inc.
Thistletown Community Services Unit
Willowridge Neighbourhood Centre
Women's Habitat of Etobicoke

Borough of Scarborough

Adult Basic Education Literacy
Agincourt Community Services Association
Cliffcrest Community Centre Inc.
East Scarborough Care-Ring
St. Paul's L'Amoreaux Centre
Scarborough Community Legal Services
Scarborough Recreation Club for Disabled Adults
Scarborough Support Services for the Elderly Inc.
Warden Woods Church and Community Centre
West Hill Community Services
Youth Assisting Youth

Borough of York

Community Services to Seniors
Cross-Cultural Communications Centre
Humewood House
Lambton Youth Centre
Rawlinson Community Organization

Syme Family Centre
Tenant Hotline Inc.
York West Meals on Wheels Inc.

City of North York

Black Creek Venture Group
Don Mills Foundation for Senior Citizens
Downsview Services to Seniors
Downsview Weston Action Community
Flemingdon Community Legal Services
Flemingdon Neighbourhood Services
Flemingdon Park Co-operative Nursery School Inc.
Friendship Childcare and Community Services
Information Downsview
Jane/Finch Community and Family Centre
Latin American Community Centre
Lawrence Heights Neighbourhood Aides
North York Seniors Centre
North York Women's Shelter
Northwood Neighbourhood Centre
Shoreham School and Parents Association
Topcliff Parent Association
Westview Community Venture
Yorkwoods School Community Association

City of Toronto

Aid for New Mothers
Bloor-Bathurst Friendship Centre
Bloor Information and Legal Services
Care-Ring West Toronto
Central Eglinton Community Centre
Central Neighbourhood House
Centre for Spanish Speaking Peoples
Children's Parkdale
Chinese Interpreter and Information Services
COFTM - Centre Francophone
Community Centre 55
Community Contacts for the Widowed
Distress Centre Inc.
Dixon Hall
Dundas Sherbourne Community House
The Gathering Spot
The Good Neighbours' Club
Indian Immigrant Aid Services
Non-Profit Temporary Work Centre
Overnight Drop-In
Parkdale Community Information Centre
Polish Social Services Bureau
Portuguese Free Interpreters

Regent Park Residents' Association
The St. Christopher House
St. Clair West Meals on Wheels
St. Stephen's Community House
Second Mile Club
Senior Link
South Riverdale Child/Parent Centre
Student Assistance in North Toronto for Seniors
Transition House
West Metro Senior Citizen's Services Inc.
Woodgreen Community Centre

APPENDIX C

Schedule of Neighbourhood Meetings

Date	Location	City/Borough
September 28, 1982	University Settlement House	Toronto
September 29, 1982	Etobicoke Board of Education	Etobicoke
September 30, 1982	West Scarborough Boys and Girls Club	Scarborough
October 4, 1982	York Centennial Building	York
October 7, 1982	Flemingdon Resource Centre	North York (East)
October 13, 1982	Northwood Community Centre	North York (West)
December 8, 1982	Walter Stewart Memorial Library	East York
February 21, 1983	Scarborough Civic Centre	Scarborough
February 23, 1983	Etobicoke Board of Education	Etobicoke
March 1, 1983	Neighbourhood Information Centre	East York
March 1, 1983	St. Stephen's Settlement House	Toronto
March 7, 1983	Driftwood Community Centre	North York (West)
March 8, 1983	Flemingdon Resource Centre	North York (East)
April 18, 1983	D.B. Hood Community School	York

APPENDIX D.1

DISTRIBUTION OF SELECTED POPULATION CHARACTERISTICS
IN METRO TORONTO BY AREA MUNICIPALITY

Municipality	Pre-school (0-4 yrs.)		Early School-Age (5-9 yrs)		Teens (10-19 yrs)		Pre-retirement (55-64 yrs)		Elderly (65+ yrs)		Lone Parent* Families as Prop. of All Families		Solitary** Adult Households w/o Children		Non-English Mother Tongue		General Welfare*** Assistance Caseload (July, 1982)	
	Proportion of Mun. Pop.	Ratio to Metro Avg.	Proportion	Ratio	Proportion	Ratio	Proportion	Ratio	Proportion	Ratio	Proportion	Ratio	Proportion	Ratio	Proportion	Ratio	Proportion	Ratio
Metro Toronto	5.9%	1.0	5.8%	1.0	15.2%	1.0	9.9%	1.0	10.4%	1.0	20.0%	1.0	25.3%	1.0	32.3%	1.0	1.0%	1.0
Toronto	5.2%	0.88	5.0%	0.88	13.0%	0.86	9.6%	0.97	12.5%	1.20	23.9%	1.20	37.5%	1.48	37.9%	1.17	1.7%	1.74
East York	5.9%	1.0	4.9%	0.85	10.9%	0.72	11.5%	1.16	15.7%	1.51	22.5%	1.13	29.9%	1.18	27.7%	0.86	1.0%	1.0
York	6.6%	1.12	6.1%	1.05	14.1%	0.93	10.2%	1.03	11.8%	1.13	19.6%	0.98	24.9%	0.98	42.2%	1.31	1.1%	1.11
Etobicoke	5.4%	0.92	5.3%	0.92	15.8%	1.04	12.1%	1.22	10.4%	1.0	18.6%	0.93	18.9%	0.75	29.2%	0.90	0.6%	0.59
North York	6.0%	1.02	6.2%	1.07	16.7%	1.10	10.2%	1.03	9.7%	0.93	19.1%	0.96	18.9%	0.75	34.8%	1.08	0.6%	0.59
Scarborough	6.9%	1.17	7.0%	1.20	17.6%	1.16	8.9%	0.90	7.6%	0.73	18.1%	0.91	15.8%	0.62	21.7%	0.67	0.6%	0.59

*Actually indicates lone parent families in proportion to total families with children in municipality.

**Actually indicates solitary adult households without children in proportion to total private households in municipality.

***The distribution of the Family Benefits caseload by municipality was not available for inclusion in this column.

(Sources: Statistics Canada, Census Canada, 1981
Metro Social Services Department)

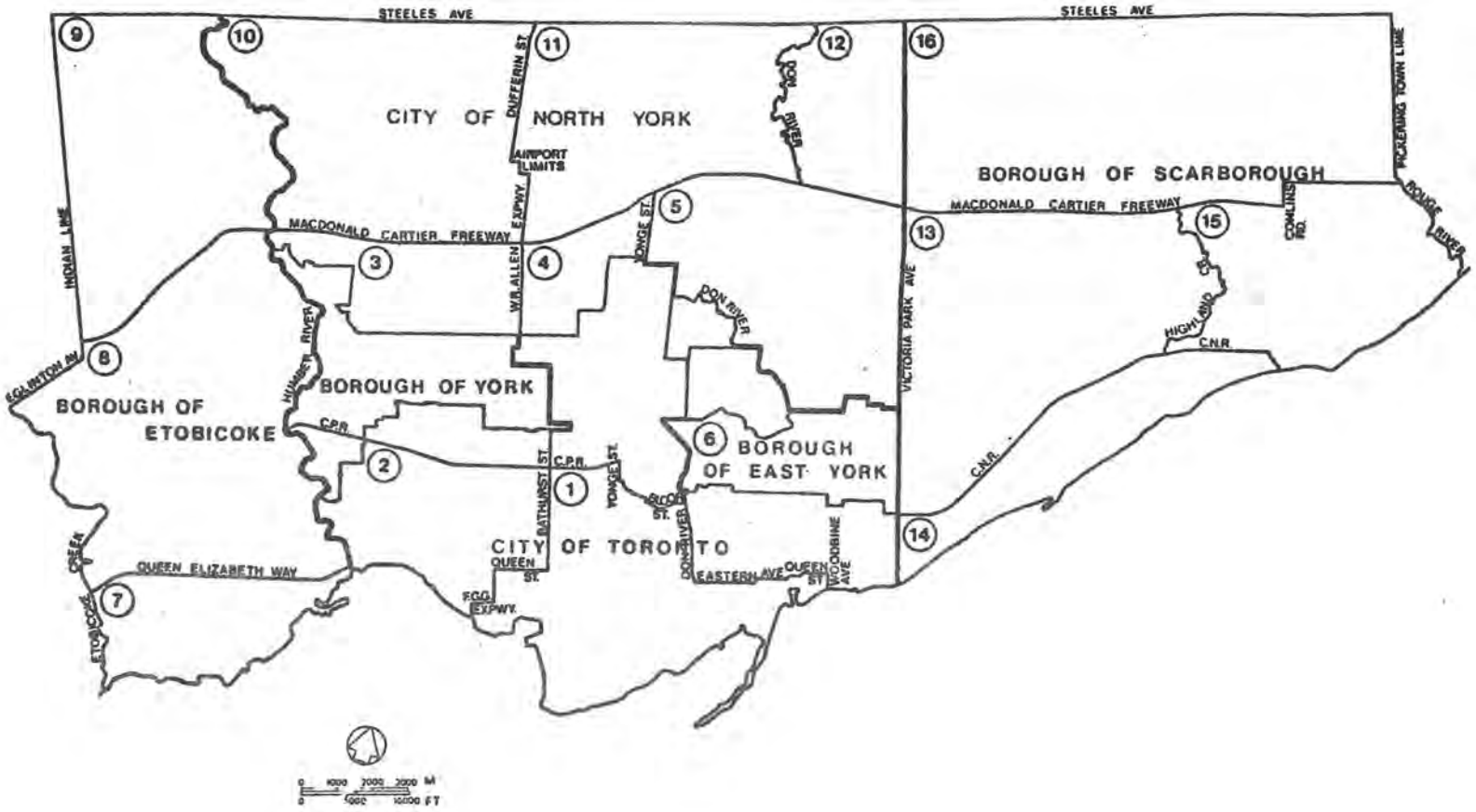
APPENDIX D.2

DISTRIBUTION OF SELECTED CHARACTERISTICS
BY MAJOR PLANNING DISTRICT
(PROPORTION OF MPD POPULATION)

Major Planning District	Pre-school (0-4 yrs)	Early School Age (5-9 yrs)	Teenage (10-19 yrs)	Pre-retirement (55-64 yrs)	Elderly (65+ yrs)	Solitary Adult Living*	Non-English Mother Tongue
Metro Avg.	5.9%	5.7%	15.2%	9.9%	10.4%	34.2%	32.3%
# 1	4.8	3.4	9.6	9.0	12.1	60.4	33.1
# 2	6.1	5.7	13.3	10.2	11.3	37.2	55.5
# 3	6.6	6.3	15.7	9.9	10.5	32.6	46.2
# 4	4.3	3.9	10.4	9.9	16.3	47.5	19.8
# 5	5.7	5.9	16.1	10.6	8.8	31.2	24.4
# 6	5.9	5.7	13.6	10.0	12.7	37.1	29.4
# 7	6.0	5.4	13.3	12.2	11.5	36.3	27.8
# 8	4.6	4.6	13.6	13.6	11.9	26.9	29.4
# 9	6.8	7.0	19.4	8.2	6.3	22.3	28.4
#10	7.1	7.3	18.7	7.4	5.7	26.6	45.2
#11	4.7	4.6	14.0	13.7	14.7	28.3	31.3
#12	6.6	7.7	23.5	7.0	5.3	25.6	30.4
#13	5.8	5.9	17.3	10.5	8.7	30.6	22.9
#14	5.7	5.7	15.8	11.4	11.6	30.0	16.5
#15	7.5	8.2	19.5	6.7	6.1	25.3	16.2
#16	8.0	8.2	18.5	6.3	5.3	20.3	24.5

* Estimate combining Lone Parent Families and Solitary Adults without children calculated as indicated in Illustration 2, p. 11.

(Source: Statistics Canada, 1981 Census)



MAJOR PLANNING DISTRICTS IN METROPOLITAN TORONTO

APPENDIX E

ELEMENTS OF A CORE BUDGET FOR
A NEW NEIGHBOURHOOD SUPPORT PROGRAM*

Staff	
Program Coordinator	$19 - 21,000
Program Worker	15 - 17,000
Receptionist-Secretary	12 - 14,000
Benefits (12%)	5 - 6,200
Total Salaries & Benefits	$51 - 58,200
Office Operations	
Rent ($700/mo.)	$ 8,400
Leased Furniture & Equipment	1,600
Telephone	2,000
Hydro and Utilities	1,100
Maintenance	1,200
Supplies	2,000
Total Office Operations	$16,300
TOTAL CORE BUDGET	$67,300 - $74,500

* Larger more established programs would necessarily have higher administrative or core costs, but the basic budget items would be similar. The range suggested here is in the same area as the median minimal operational requirements reported by all survey respondents (between $60,000 and $70,000 total core budget).

APPENDIX F

Proposed Outline of Provincial Policy Guidelines for Core Funding Budget Allocations to Municipalities for Operational Support of Neighbourhood Support Programs

Municipalities will secure access to the Neighbourhood Support Program Reserve Fund by fulfilling the following three conditions:

1. adoption of a policy resolution by their councils which recognizes neighbourhood support programs as services essential to the well-being of individuals and families living in the community;

2. budgetary designation of at least 30-35% of the total annual core funding requirements of neighbourhood support programs in the municipality's jurisdiction; and

3. submission of grant criteria for the assessment and disbursement of core funding to neighbourhood support programs within the municipality's jurisdiction.

Municipal grant criteria should fall within the following guidelines which the Province considers to encompass the defining characteristics of neighbourhood support programs:

1. Local volunteer governance. Programs seeking core funding should be under the policy direction of local citizens acting without monetary compensation. Local volunteers directing a support program need not incorporate as long as an existing local incorporated, non-profit organization assumes responsibility for administering NSP funds (e.g., parish church, service club, etc.).

2. Community support. Programs should be able to demonstrate local support in terms of volunteer participation and minimal contribution towards operational needs in dollars or in kind (5-10%).

3. Mission/Objectives. Programs seeking funding should be able to define their purpose for existence and objectives in terms of:

   a) the general character and social support needs of their communities (whether defined in terms of geography or interest, or both);

   b) their contribution to the quality of neighbourhood or community life; and

   c) their relationships with other support groups and systems in the community.

4. Role and Function. Although some neighbourhood support programs may emphasize support to certain communities of common interest (e.g., unemployed youth, elderly people, single parents, particular minority ethnic group, etc.), qualification for core funding should not be contingent upon delivery of specific programs to categorically defined "clients". Programs seeking funding should be judged on their role and function in the community. Any or all of the following program thrusts should merit funding consideration:

   a) Direct support. Formal and informal activities which provide assistance on a non-exclusionary basis to individuals, families and groups who are at risk of social alienation, isolation and crisis.

   b) Access to services. Activities and processes which help individuals and families secure the supports they need from the human services system in order to enable them to live successfully in the community.

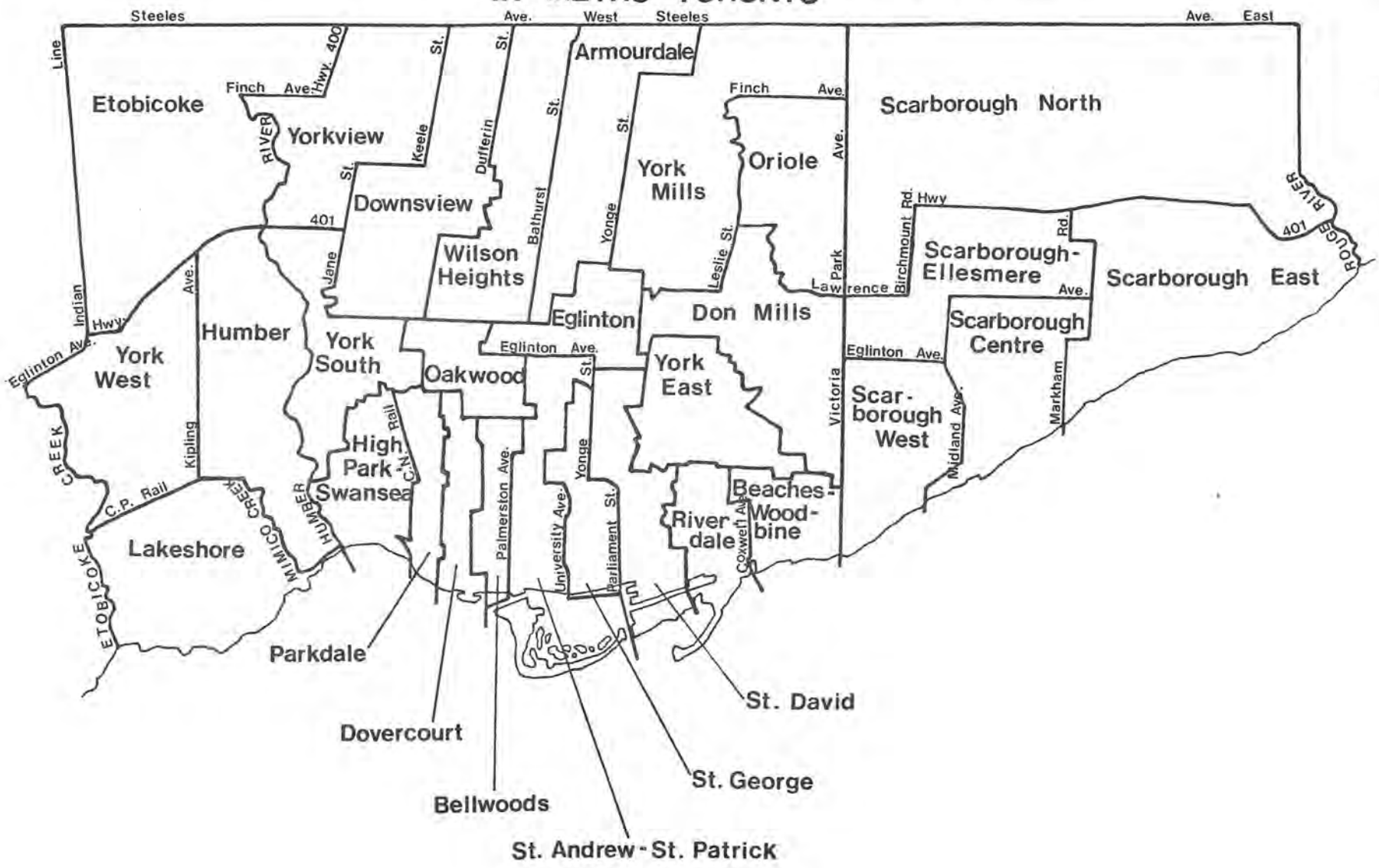
   c) Mutual support. Activities which bring people together into shared communities of interest to be mutually supportive around individual and family situations.

   d) Advocacy. Activities and processes which provide individuals and families in the community with knowledgeable representation of their rights and interests vis-a-vis the health, social service and legal systems.

e) Community development. Activities and processes which enable people to organize around community issues and to take collective action for social and/or economic development at the neighbourhood level.

5. Accountability. Programs should indicate how they will remain accountable to their communities. Submissions for core funding should include plans for regular evaluation by program participants, volunteers and local residents.

PROVINCIAL ELECTORAL DISTRICT BOUNDARIES IN METRO TORONTO



APPENDIX G

PROVINCIAL ELECTORAL DISTRICTS IN METRO TORONTO
AND SITTING MEMBERS OF PROVINCIAL PARLIAMENT

ELECTORAL DISTRICT	MEMBERS OF 32ND LEGISLATURE	PARTY AFFILIATION	ELECTORAL DISTRICT	MEMBERS OF 32ND LEGISLATURE	PARTY AFFILIATION
Armourdale	Bruce McCaffrey	P.C.	St. Andrew-St. Patrick	Larry Grossman	P.C.
Beaches-Woodbine	Marion Bryden	NDP	St. David	Margaret Scrivener	P.C.
Bellwoods	Ross McClellan	NDP	St. George	Susan Fish	P.C.
Don Mills	Dennis Timbrell	P.C.	Scarborough Centre	Frank Drea	P.C.
Dovercourt	Tony Lupusella	NDP	Scarborough East	Margaret Birch	P.C.
Downsview	Odoardo DiSanto	NDP	Scarborough-Ellesmere	Alan Robinson	P.C.
Eglinton	Roy McMurtry	P.C.	Scarborough North	Tom Wells	P.C.
Etobicoke	Ed Philip	NDP	Scarborough West	Richard Johnston	NDP
High Park-Swansea	Yuri Shymko	P.C.	Wilson Heights	David Rotenberg	P.C.
Humber	Morley Kells	P.C.	York East	Robert Elgie	P.C.
Lakeshore	Al Kolyn	P.C.	York Mills	Bette Stephenson	P.C.
Oakwood	Tony Grande	NDP	York South	Bob Rae	NDP
Oriole	John Williams	P.C.	York West	Nick Leluk	P.C.
Parkdale	Tony Ruprecht	Lib.	Yorkview	Michael Spensieri	Lib.
Riverdale	Jim Renwick	NDP			

Source: Government of Ontario, Chief Electoral Office, Election Summaries, 1981.

PARTY: P.C. - Progressive Conservative; Lib. - Liberal; NDP - New Democratic Party.

Etobicoke Social Planning Council
Human Services of Scarborough
North York Inter-Agency Council

Toronto Association of Neighbourhood Services
Social Planning Council of Metropolitan Toronto

THE JOINT TASK FORCE ON NEIGHBOURHOOD SUPPORT SERVICES

SURVEY FORM

NOTE: All information shared through this survey will remain confidential and will be used only in aggregate form.

1. IDENTIFICATION

1.1 Name of organization _____

1.2 Address of Organization's Office _____

_____

1.3 Closest major street intersection _____

1.4 Office Telephone No. _____

1.5 Mailing address for the organization (include postal code)

_____

_____

1.6 Organization's charitable registration No. _____

1.7 Person completing survey form _____

1.8 Position/Title _____

1.9 Telephone No., if different from 1.4 _____

1.10 Date form completed _____

185 Bloor Street East, 3rd Floor, Toronto, Ontario M4W 3J3 - (416) 961-9831

Special Project Funding from the United Way

2. ORIGINS

2.1 When was your organization started? _____
Month Year

2.2 Which of the following best describe who originated the organization? (Check or circle one or more):

a) a local citizen/volunteer
b) an agency staff person
c) a small group in the community with a common need/interest
d) a local agency/organization
e) an individual or agency external to the community
f) other _____

_____

2.3 How was the need for your organization and its programs determined originally? (Check or circle one or more):

a) Needs survey
b) Referrals from professionals or other agencies
c) Waiting lists of other agencies/programs
d) Expression of common need by individuals and groups in the neighbourhood/community
e) Other (please describe) _____

_____

Comments:

_____

_____

_____

_____

3. POLICY AND STRUCTURE

3.1 Which phrase best describes your organization's current status:

a) in developmental stage
b) formally organized and operational

3.2 Which phrase best describes your organization structurally?

a) separately incorporated (year of incorporation 19___)
b) unincorporated and part of larger organization (i.e. responsible to a parent body. Please name _____)
c) unincorporated and not part of a larger organization
d) Other _____

3.3 Which phrase best describes how your organization is governed (i.e. who makes policy decisions)?

a) locally elected board
b) board appointed by _____
c) sub-committee of parent agency
d) agency staff
e) other _____

3.4 How many participants (i.e. program users or consumers) sit on your organization's board?

_____ (number) participants on a board of _____ (Total number) members

3.5 What are the goals/objectives/purposes of your organization? (Please attach written statements, if available, or additional sheet if necessary)

_____

_____

_____

_____

3.6 Indicate the three local organizations with which your organization has the most cooperation and contact and for what purpose:

	NAME	PURPOSE
1.	_____	_____
2.	_____	_____
3.	_____	_____

3.7 Please complete the following table on the paid staff in your organization:

POSITION	Number Full-time (F.T.)		Number Part-time (P.T.)		Number Days/Week for each P.T.	Current Annual Salary or Hourly Wage		Number who are: Parents	Sole Supporters	No. who reside Inside/Outside Catchment Area	
	Male	Female	M	F		F.T.	P.T.			Inside	Outside
a) Administrator(s) Coordinator(s)											
b) Program worker(s)											
c) Clerical worker(s)											
d) Other _____ _____											
Sub-Totals											
TOTALS											

Comments on staffing are welcome: _____

_____

_____

3.8 Please indicate the languages spoken by your program participants (users, consumers) and indicate whether staff are fluent in these languages:

Languages Spoken	Check for Fluent Staff
_____	____
_____	____
_____	____
_____	____

3.9 Estimate or indicate the actual number of active volunteers involved in your organization annually

_____

3.10 Estimate or indicate the total number of hours per month contributed by all volunteers

_____ hrs./mo.

3.11 Where do most volunteers live?

a) inside the service/catchment area
b) outside the service/catchment area

3.12 Estimate or indicate the percentage of total volunteer time associated with the following functions:

	% of total Volunteer Time
a) Board/Committee Work	_____
b) Administrative work (e.g. telephone reception, typing, record-keeping, etc.) 1	_____
c) Direct service	_____
d) Fund raising (e.g. planning, conducting appeals, seeking new sources, negotiations with existing or potential funders)	_____
TOTAL	100%

4. FUNDING. Please complete the following tables:

4.1

Expenditures	Actual '81	Actual '82 (Estimate if Necessary)	Projected for '83 to meet all operational & program requirements
a) Salaries	$	$	$
b) Benefits	$	$	$
c) All Other	$	$	$
TOTAL	$	$	$

4.2

Government Income	Actual '81	Actual '82	Type* of Funding and Name of Funding Program from each source
a) Municipality	$	$	
b) Metro Gov't	$	$	
c) Provincial Ministries			
1. _____	$	$	
2. _____	$	$	
3.	$	$	
Federal Dept's			
1. _____	$	$	
2. _____	$	$	
TOTAL	$	$	*e.g. purchase of service, core, grant, short-term, etc.

4.3

Private Income	Actual '81	Actual '82	Type of Funding and Name of Funding Program from each source
a) United Way	$	$	
b) Share Life	$	$	
c) Foundations	$	$	
d) User Fees	$	$	
e) Other	$	$	Specify for Other
TOTAL	$	$	

4.4 Not including special programs, what is the level of annual permanent funding your organization requires to keep operating?

Salaries $_____

Benefits $_____

All other (e.g. Office space and expenses) $_____

TOTAL ANNUAL PERMANENT FUNDING $_____

4.5 Does your organization receive free or reduced building occupancy costs (rent, utilities, etc.)? Please indicate source and annual savings as a result.

a) Yes (from _____; Annual Savings $ _____)

b) No

4.6 Please circle the benefits provided to your organization's paid staff:

a) Group OHIP
b) Supplementary Hospital Coverage
c) Private Pension Plan
d) Dental Plan
e) Drug Plan
f) Supplementary Maternity Pay or Extended paid Leave
g) Paid holidays additional to annual vacation and statutory holidays
h) Other _____

_____

4.7 Has your organization had to assume bank debt with interest expense because of funding problems?

a) Yes (Amount of Debt: $ _____) Comment: _____

b) No _____

_____

4.8 Please indicate the programs/activities/supports which your organziation has had to terminate since 1975 because of inadequate funding:

_____ _____

_____ _____

_____ _____

4.9 Please indicate the programs/supports/activities which your organization has not been able to start because of inadequate funding:

_____ _____

_____ _____

_____ _____

4.10 Since 1975 has inadequate funding caused your organization (circle one or more):

a) to cutback on staff
b) to reduce staff salaries
c) to reduce staff benefits
d) other _____

4.11 What proportion of their time do staff persons devote to fund raising? (i.e. making applications, negotiating with funders, planning and running private campaigns)

	% of Total Time
a) Administrator(s)/Coordinator(s)	_____
b) Program worker(s)	_____
c) Clerical worker(s)	_____
d) Other	_____

4.12 What are your organization's major concerns regarding funding for your programs? (Attach additional sheets, if necessary)..

_____

_____

_____

_____

_____

_____

4.13 Which existing (or proposed) funder should play a greater role in providing core operating funds to organizations similar to yours? Why?

_____

_____

_____

_____

_____

_____

5. OPERATIONS/PROGRAMS

5.1 Please complete the following table on your organization's programs/activities (attach additional sheets or information, if necessary):

Programs/Activities	Number of Participants/month	Availability (Indicate with check) Wkdays	Evgs.	Wkends	24hrs. Daily	See 5.2	See 5.3	See 5.4
a)								
b)								
c)								
d)								
e)								
f)								
g)								
h)								
i)								
j)								

5.2 In the column above marked 5.2 indicate with a check those programs in which local residents or volunteers contribute their time to service delivery.

5.3 In the column above marked 5.3 indicate with a check those programs in which self-help or mutual assistance among program participants occurs.

5.4 In the column marked 5.4, check those programs for which there is a participant waiting list.

5.5 What additional unmet needs requiring a service response in your neighbourhood has your organization identified?

_____

_____

_____

_____

6. PROGRAM PARTICIPANT CHARACTERISTICS

6.1 Please indicate the primary area which your program(s) serves:

a) neighbourhood/local
b) city/borough-wide
c) Metro-wide

6.2 Please use the following space to provide a brief description of the general characteristics of the participants in your programs:

_____

_____

_____

_____

_____

_____

_____

_____

7. CONCLUSION

7.1 Has your program been formally evaluated? If so, are copies available upon request?

a) Yes
b) No Availability: _____

7.2 What social benefits does/do your program(s) contribute to the neighbourhood?

_____

_____

_____

7.3 What is the greatest threat to the continued operation of your program(s)?

_____

_____

_____

N.B. If you are sending us additional material along with the completed form, please increase the amount of first class postage required to avoid delay in our receipt. Thank you very much for your participation.

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